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# THE CIVIC FEDERATION OF CHICAGO

FIRST ANNUAL REPORT

OF

## THE CENTRAL COUNCIL

THE ORGANIZATION OF THE BODY, ITS OBJECTS AND METHODS  
AND WHAT HAS BEEN ACCOMPLISHED DURING ITS FIRST  
YEAR. BRIEF HISTORY AND REPORTS FROM  
ITS VARIOUS DEPARTMENTS

MAY, 1895.

CHICAGO

R. R. DONNELLEY & SONS COMPANY, PRINTERS  
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By direction of the Board of Trustees of the Central Council of the Civic Federation, the first annual report of the organization has been prepared and is here respectfully submitted.

LYMAN J. GAGE,  
President.

RALPH M. EASLER,  
Secretary.

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## THE CIVIC FEDERATION OF CHICAGO.

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The Civic Federation of Chicago received its charter under the laws of the state of Illinois, February 3, 1894, and held its first annual meeting and elected officers for the ensuing year February 15, 1894. Under revised by-laws adopted later the date of the regular annual meeting was fixed as the third Monday in April, so that the first report of the Federation runs to April, 1895. While the charter was not received until February, 1894, preliminary meetings were held, and in the philanthropic department important work was done in December and January pending organization.

It has seemed wise and useful to preface this account of the Federation's work by a statement, as clear as possible, of its objects, its plan of organization, and its methods. It is believed that such an account will add to its forcefulness and public value, bringing about a more complete understanding between the Federation's members throughout the city, and in making all its efforts and affairs more thoroughly appreciated and understood by the people of Chicago, for whom it exists, and upon whom it depends for support.

The Civic Federation of Chicago is a voluntary association of citizens. Its object is to gather together in a body for mutual counsel, support and combined action all of the forces for good, public and private, which are at work in Chicago. It is non-partisan, non-political and non-sectarian. It has no official position, nor express authority from state or city. It seeks especially to promote honesty, efficiency and economy in the administration of the public business and to serve the public by helping to enforce the law, and in contributing, in all practical ways, to the highest welfare of the people. It also desires to serve as a medium of sympathy and acquaintance between persons and societies who pursue various and differing vocations and objects, who differ in nationality, creed and surroundings, who are unknown to each other, but who, nevertheless, have similar interests in the well-being of Chicago, and who agree in the desire to promote the greater welfare of the people of this city. It labors to increase the interest of citizens in

municipal affairs, to awaken the public conscience and keep it alive to the necessity for clean, courageous management of all public business. It invites the co-operation of all forces laboring to advance the municipal, philanthropic, industrial and moral interests of Chicago.

It will be readily seen that the Civic Federation was not planned for the purpose of actively prosecuting offenders against the laws and the general good. It aims, rather, to be a center for all effort along the line of public improvement and advance, an influence in public spirit and a wise, tolerant citizenship. The needs of Chicago, however, in certain directions were so great during last year and the agencies for relief were so inadequate that the Federation has been forced into taking upon itself the duties of an active prosecutor in the courts in behalf of the people against some of these offenders. This refers, of course, to the efforts of the Federation against public gambling and the notorious election frauds of the fall of 1894.

The Civic Federation is supported entirely by contributions from the public. It raises the funds to keep up its general expenses by subscriptions from citizens who are interested in its work. For any special work, a special fund is raised, also by public subscription, to be devoted to the particular work in hand. Thus the prosecution of election frauds was made possible by a special fund pledged to the Federation and paid by citizens of Chicago.

The Federation acts as a convenient agency through which citizens may bring about desired reforms. It is well known how long people suffer from abuses rather than make complaint to the officers of the law. The Civic Federation takes up the complaints the people are only too ready to make to it, sifts and examines them through its proper department and then takes such action as seems best. When the complaint is against any city department, that department is promptly notified, urged to redress the grievance, and, furthermore, an effort is made to see whether the duty is properly performed. Many cases of injury and suffering can be relieved at once merely by sending the complainant to the proper agency for relief. As the Federation is in touch with all of the public and many of the private institutions and societies of Chicago, much good is done by simply directing persons bringing complaints where to go for the adjustment of their grievances.

The Civic Federation consists of a Central Council and such subordinate ward and precinct councils as are organized under the authority of the Central Council. The Central Council has one hundred and thirty-four members, one hundred elected by the incorporators and the president of each ward Council, making up the thirty-four. The

original one hundred members were selected by the incorporators, thirty-three of them to hold office one year, thirty-three for two years and thirty-four for three years, the successors to be elected at the regular annual meeting. The membership is continually changing by reason of the death or absence from the city of members, their candidacy for, or election to, public office or their inability to attend to the duties of membership, when they are dropped. Among the members of the Central Council almost every shade of political, religious and social opinion is represented. Almost one-sixth of the original members were persons identified with the labor organizations of the city, while professional men, educators, philanthropists, and persons interested in social reforms, made up the remainder. The first officers of the association were selected to carefully represent the different elements of society. The president was a man of affairs and business, the first vice-president a woman, the second vice-president a labor man. The association of all of these people together, their consultation and work together has been one of the most useful features of the Federation.

The Civic Federation ward councils consist of one hundred members each, increased by two members from each precinct Council. Their objects and methods are the same as those of the Central Council, the principle of home-rule being recognized. Each ward council is represented in the Central Council by its president and must report to the Central Council. During the first year of its existence the Civic Federation has organized its ward councils only, but its by-laws provide for precinct councils. These Councils are to consist of all residents of a given precinct who subscribe to the constitution of the Civic Federation and who are approved by the ward council membership committee. The formation of these precinct auxiliaries is now under way. Their organization points to a source of power for good in the community which is incalculable. When Chicago has in every voting precinct a band of earnest men and women pledged to the objects for which the Civic Federation exists, great things may be expected.

The main work of the Federation is done through its six great departments: Philanthropical, Industrial, Municipal, Educational, Moral and Political. Each of these departments works along its own lines, taking up matters referred to it by the Central Council or Executive Committee, reports back its conclusions and takes action when ordered.

While the Civic Federation takes great pride in the practical work

it has done and is doing, still it must be confessed that such work is not its chief end and aim. At least with regard to the great city of Chicago, the quickening of the public conscience, the arousing of citizens to their duties and rights as citizens, the harmonizing of public and private agencies for good, the encouragement of wise and judicious legislation, the upholding of law, order, peace and justice, the promotion of fair dealing between man and man in the industrial and economic world, the forwarding of humane and enlightened views and practice in all dealings with the unfortunate, the vicious and the defective, the advancement of education for the masses, the ultimate separation of municipal affairs from party politics, security and honesty in elections, systematic and intelligent charity organization, the securing of capable and interested public officials; these and such as these are the objects in which every member of the Federation is primarily interested.

What the Civic Federation—this combination of earnest citizens, has as a whole, accomplished, can here be only outlined. The Federation has become an acknowledged force in one of the great cities of the world, and its force, necessarily in a practical way, has been exerted through established branches organized upon recognized and established plans. That some allusion should be made to the work of these departments separately, and that following this—following the whole preliminary account—should appear more in detail the reports from each department, given with more or less fullness, showing what has been accomplished, and with something of the personality of the agencies at work, is a matter of course. This end is sought to be attained in the appendix to this report, broad and general, of the work of the Civic Federation. In the selection out of the great mass of data at hand, furnished from different departments and committees, an effort has been made to secure and print that which will be of practical value to the good citizen, the reasoner, to anyone, man or woman, who conceives it to be his duty, or her duty, to aid in promoting the general welfare of the community in which he or she may live.

The committee on preliminary organization in its call for a meeting on December 3, 1893, referred to the public emergency then existing, viz.: the condition of unemployed and destitute in the city and the inability of present organizations to cope therewith, and intimated that some immediate action, under the circumstances, would be justifiable pending the formal organization of the Federation. Financial disaster had come upon the people. Chicago saw an army of unemployed men wandering about its streets all day and sleeping on the floors of the city hall and the police stations at night. The city government was with-

out money and confessed itself unable to care for the hungry and homeless men who sought the shelter of its public buildings at night. The county relief offices were thronged by crowds of men and women clamoring for food and fuel. The poor-house was full to overflowing; thousands lay down at night in cold, darkness and hunger, dreading the morning; unable to pay rent, they saw nothing before them but the prospect of being turned into the streets. Evictions were common. The distress had become appalling by reason of its widespread nature, extending all over the country and touching every branch of industry and enterprise.

The result of the appeal of the Civic Federation committee on organization was very practical. At its meeting December 12, 1893, it formed the Central Relief Committee, its duty being to raise funds to meet the emergency and disperse the same, so far as possible, through existing public and charitable agencies. The committee consisted of fifty members. The city government coöperated with the Federation in establishing the Central Relief Committee, the city council sending delegates to the meetings of December 9 and December 12, these delegates serving during the emergency work of 1893 and '94. The executive branch of the city government was chiefly represented by the superintendent of police, upon whose department the task of housing unemployed men at night had fallen.

A treasurer was appointed to receive subscriptions; the committee was instructed to make a thorough canvass of the city and record everyone out of employment or who might seem a proper subject for aid or employment, together with the address of every such person; and also to secure the coöperation of churches and other organizations that were distributing relief. The committee immediately organized, adopting the name of Central Relief Association, and began the work which is described at length in its report, a part of which appears in the report of the Department of Philanthropy herewith submitted. The entire report, which is in itself a valuable contribution to the history of philanthropic work and methods, has been published and for that reason is not given fully here. Its title is: "Report of the Central Relief Association to the Civic Federation, to its Contributors and the Public," dated June 12, 1894.

Results of the work of the Central Relief Association were soon felt. Charitable organizations and generous men and women, churches, clubs, societies of all kinds, vied with each other in raising money for the emergency fund. Men asking help were set to work cleaning the streets and were given payment in shelter and food

Those in distress were visited and helped, through the proper agencies established in connection with the Association. The Chicago Women's Clubs' Emergency Association, its object being to give employment to women, was formed. Sewing rooms were opened for unemployed, destitute women, and an employment bureau was established for them.

The value of intelligent coöperation, system and common sense in charitable work has never been more strongly shown than by the work of the Central Relief Association during its short but active and useful life. In addition to the immediate relief it gave to thousands of suffering people, it was an example long needed in Chicago of the benefits of organized, systematized charity. All societies and individuals engaged in relief work were urged to report the name and address of every applicant for help to the Central Registration Bureau. The city was, so far as possible, divided into districts and each district was encouraged to take care of its own poor, reporting, however, promptly all cases in which relief was given, to the Central Bureau. The amount received and expended by the Central Relief Association was \$133,909.95 in money. Immense quantities of food, fuel and clothing were also contributed to the poor by the people of Chicago through the Association.

When, under the slowly brightening skies of the spring of 1894, the Central Relief Association closed its work it had on its books a record of more than 28,000 cases, showing what they had received from the Association, its agencies and coöperating societies during the season of 1893 and '94. The relief work of the city was returned to the various societies which have now become able to take care of their usual work.

It was felt, however, that the records of individual cases, gathered during the winter, should not be thrown aside and that an effort should be made not only to preserve them but to strengthen and perpetuate the system of coöperation between the various societies engaged in charitable work, and to combine the work of registration and collection of data. The Department of Philanthropy of the Civic Federation took up this work and organized the Chicago Bureau of Charities, this society to act as a clearing house for the charities of the city, but not as a dispenser of relief. This Association began active work in November, 1894. Figures from its annual report appear in connection with the report of the Department of Philanthropy in the appendix.

It was necessarily involved that the municipal department of the Civic Federation should have thrust upon it many of the gravest issues considered by this body of citizens, and that at once prominent among

these should appear, first, the putting of the right men in the right places in city offices; that is, civil service reform; second, almost as a sequence, the cleansing and well keeping, both with regard to utility and health, and at a moderate cost, of the streets and alleys of the city; and finally, a watchfulness upon and a defense against the advances of the corporations which are ever seeking to get something for nothing from humanity gathered together in great cities, the resultant effect of which is dangerous to the commonwealth.

As to the movement toward civil service reform in municipal affairs, it may be said that it is a work practically accomplished. The City of Chicago is operating under the influence of the new law, and so also is Cook County, though there may be degrees as to the relative efficiency of the laws in their provisions and operations. The work accomplished has been complete and thorough, so far as legislative enactments go, and there is great promise for its future. There was bitter opposition to the measures, and the force, not only of the municipal department, but of the entire Federation and all its alliances, was called upon and was utilized in securing the legislation referred to. It is now a law upon the statute books and the public servants of Chicago have a degree of assurance as to their permanence in place so long as they are honest and competent. That they are honest and competent is reasonably well assured before, under the examination of the commission, the non-elected officials in Chicago get a place. To secure this was a great and marvelous work, and though perhaps not estimated at its full import now, may mark the beginning of an era of better government of our great cities.

Next to this, and to the public eye perhaps more important, has been the work of the Municipal Committee in its efforts to obtain clean streets and alleys throughout Chicago. A system of sanitary reform has been inaugurated and the agents of the Federation, made the city's representatives, have accomplished much toward the improved health and decency of the entire city. The condition of the streets cannot be hidden even from a casual visitor, but the Civic Federation Municipal Department realizes that the filthy condition of the alleys and the unsanitary methods of disposing of garbage in use in Chicago, are far more disgraceful and deadly than even the manner of keeping the streets. The garbage question was taken up in earnest early in the spring of 1894, and was carefully considered by committees and special inspectors. A system of looking after the city contractors was at last devised, the work being assisted by the municipal departments of the ward councils, and great improvements were soon plainly visible throughout the city. Two

hundred thousand cards of advice and information for housekeepers were printed and distributed, also two hundred thousand circulars describing the duties of garbage contractors and city inspectors, with their names and addresses, with plain directions to enable any citizen to complain in case of neglect. The sanitary condition of Chicago has certainly been greatly improved by this work. Best of all, citizens are being educated as to their rights and duties as regards public health and cleanliness. During the small-pox epidemic the Public Health Committee visited the Small-pox Hospital, reported upon its condition, and upon the methods employed by the Health Department in dealing with the epidemic and assisted the public by all the means in its power to secure adequate accommodations for those afflicted by the dreaded scourge. The efforts of the Educational Department of the Federation to better the sanitary condition of the school buildings of Chicago deserve close attention and should be followed by persistent efforts in the same direction. The report of that department shows the need of a great work upon these lines in Chicago.

Possibly paramount—for such an organization as the Civic Federation of Chicago—one representing the general public, must be necessarily an obtrusion of its personality between the people and the corporations which in every city of the United States are seeking to prey upon them. In this field, as in others, it is believed that the Civic Federation has done its work with earnestness and vigor. The matter of the city relations with gas, light, transportation and other great companies and corporations came prominently before the people of Chicago last winter. In this connection the investigation and report of the committee on gas, electric light and telephone printed in the municipal department in the appendix is of great and permanent value. The Federation, by vigorous appeals to the public, mass-meetings, and at last by the advice of experienced legal counsel acting with the new city administration in the spring of 1895, caused to be annulled, practically, the vicious light ordinances passed by the council of 1894-1895.

The municipal department was especially interested in the effort to secure competent and honest candidates for the City Council in the spring campaigns of 1894 and 1895; indeed, the entire Federation has joined in the movement to secure, through the election to office of good men, a better city government. The study of our municipal affairs cannot be long carried on, however, without the conviction being forced upon the thoughtful minds, that Chicago labors under many defects in the laws which govern it. Under the leadership of the Civic Federation, through its municipal department, a committee was formed, by

delegates from the Civic Federation and various clubs of the city who are interested in municipal legislation. This committee had thirty-five members. Its work was to consider all proposed changes in the legal status and condition of the city, and to devise means of making such changes in the constitution of the city, and the state law governing it as seem necessary. This is known as the Committee on Legislation.

The work of this committee is shown in the report of the chairman of the municipal department. It will probably prove, in the long run, the most important, in its effect on the future of city government in Illinois, of any of the work undertaken under the lead of the Civic Federation, although none of the bills drawn by the committee have as yet become laws, except the Civil Service Bill and the Arbitration Bill, the Hogan Bill being substantially the same as the one presented and pressed by the Civic Federation. The Revenue Bill, a measure of paramount importance to the interests of the city, passed the house committee of the whole and would have become a law had not the politicians of the more pronounced partisan or gang type, who were from the beginning opposed to reform legislation, ordered the legislature to adjourn when two or three days more would have sufficed to pass the bill through both branches of the legislature. The special committee on legislation also assisted in obtaining other legislation of a reformatory character—notably the law for the more speedy trial of contested election cases; it also brought great influence to bear, with success, in some cases, against vicious measures which were before the legislature.

Early in the year of 1894 a movement was on foot to give to the United States Government a part of the Lake Front Park for a permanent postoffice and government building. The municipal department of the Civic Federation opposed not only the government building, but any further building whatever upon the people's ground. After a conference with leading citizens, called by the committee at the Civic Federation headquarters, the committee presented resolutions relating to the Lake Front Park to the Federation at its meeting, March 15, 1894, which were unanimously adopted. A special committee was appointed by the Federation to prepare and present a memorial embodying the views of the Federation on the Lake Front Park to the City Council. The Federation demanded not only that the park be kept clear of all buildings, but that it be at once improved and put in order as a park for the use of the people, and that the Illinois Central Railway be compelled to contract itself strictly within the two hundred feet right-of-way, to depress the same below the park level, and make

bridges across its right-of-way so that the people might have full access to the lake shore. The memorial was presented to the City Council. Thus was inaugurated the movement to make a park for the people on their ground fronting Lake Michigan, near the heart of the city. The work has gone on languidly on the part of the city, and even on the part of the public, the people not seeming to realize the opportunity they now have of securing to themselves, forever a beautiful breathing spot, covered with trees, grass and flowers, on the lake shore, near the most densely populated district of the city. Some time Chicago will really awaken to the situation. In the meantime, the Civic Federation is doing all it can to encourage and advance the idea of utilizing the lake front for the purposes for which it was long since dedicated.

The Industrial Committee of the Civic Federation has accomplished what may be fairly called a remarkable work—one that has set an example to be utilized nationally, and the attainments of which are clearly described in the report appearing in the appendix. The work of the Industrial Committee was necessarily in line with that of the Relief Association, though with regard to future conditions as well as present necessity. The Industrial Committee was called upon to face hard and extraordinary relations, and it met the situation in a manner which has seemingly resulted in bringing capital and labor into closer and more intelligent contact, and in legislation which it is hoped will be potent for the general good.

The first important action of the committee, after a season of labor in gathering statistics and all necessary facts, was to secure the meeting, November 13 and 14, 1894, of a congress of industrial conciliation and arbitration. There was much work to be done before such a congress could be brought together, but the end was gained and the result was that the gathering is likely to have, not merely national, but international importance. The plan of the congress was outlined by the committee, after much earnest thought, and this plan was followed with an admirable issue. Capital and labor were, for once, represented fairly together. The press circulated the story of what happened, and the civilized political and industrial world took a deep interest in the proceedings. Among those who took part in speaking and voting, and in all eventful action taken, were distinguished men, both laborers and capitalists.

With the congress of industrial conciliation and arbitration the work of the Industrial Committee was by no means ended. Certain local problems, the relations between capital and labor, were brought

to it, and it did in each instance what, under the circumstances, was the best it could, but, above all, there was the great problem of endeavoring to secure something like a just relation—one fixed before humanity—of things between those who hire men and the men who work for them. So it came that a bill was prepared for an act to create a state board and local boards of arbitration for the investigation or settlement of differences between employers and their employes, and to define the powers and duties of said boards. This bill—which is not long—appears in the appendix. And this is, in a general way, though by no means complete, a report of the great work of the industrial committee. That committee has brought capital and labor together in a great convention; it has set such forces at work that one of the greatest states in the Union has enacted a law in the line of its earnest purpose.

It so chanced that to the department of the Civic Federation designated as the Department of Morals, came an opportunity, which was splendidly utilized, demonstrating the great force of honest citizens, men and women, operating together in an organized body in promoting the welfare of the municipality. Among the evils which came obviously under the cognizance of the Committee of Morals, was the gambling evil, notoriously and flagrantly and harmfully existing in Chicago. Two hundred or more gambling houses were in uninterrupted operation. The workman carrying his tin pail, the young clerk going to or coming from the office of his employer—all classes of men alike—were tempted by the adroit agents of these gambling houses, the business of which was conducted undisturbed. Obviously, this was one of the first great evils to be suppressed, if possible. It was suppressed, and in a manner which, as accident determined, made the suppression one of the great object lessons as illustrating what honest and earnest and patriotic citizens may accomplish, and as illustrating, as well, the practical and business-like character of the methods of the Civic Federation. The matter of the suppression of gambling was taken up by the Committee on Morals in an intelligent way. It examined, first, the laws and ordinances pertaining to gambling; it learned the enormous extent of the gambling in progress; it learned the relation to it of owners of property used for gambling purposes, and the members acquainted themselves with the legal processes at their command for overcoming the evil. In the appendix to this report appears more definite information as to the existing condition of things at this time, as to the conclusions reached,

as to means for the attainment of ends, and as to the unqualified triumph which followed a vigorous and intelligent effort.

In a general way it may be said that a great vice existed, practically unchecked, in the community. It existed unchecked because those vested with the duty of enforcing the law were not enforcing it. The committee on morals of the Civic Federation saw to it—at first acting simply for the Federation, and not dependent upon the authorities—that the gambling houses were closed. From this action, since the bald fact became apparent that the closing of gambling houses was possible, came, eventually, a concession from the authorities to the effect that what had been deemed impossible was possible, and that the regularly constituted forces, elected by the community, should do and would do what an outside organization of honest citizens had shown was practicable and imperative.

There appears in the appendix to this report some showing of the difficulties which the Committee on Gambling, a sub-committee of the department of morals, met in their relations with the then existing city authorities. Comment here is certainly out of place, but it is proper to say that what appears in the portion of the appendix referred to affords a striking object lesson as to the difference of opinion regarding the duties of the citizen, in office or out of office, existing between the ordinary political organizations existing in Chicago, and a group of outside citizens who pay taxes and who believe that all administrations should enforce all laws and endeavor in all ways to promote the public good.

Public gambling, which has existed for years in Chicago, and had ruined its thousands and its tens of thousands, was practically suppressed. The gambling houses were raided—first by special agents of the Civic Federation—their machinery destroyed, and their headquarters made uninhabitable. These raids were repeated, in the beginning, without the sympathy or the assistance of the police, and, eventually, with their forced coöperation. There came a time when every well-informed person in Chicago knew what the Civic Federation had accomplished in this regard, and so, a time when the Federation itself could withdraw from its more aggressive work and thenceforth simply supply to the city authorities the information needed to suppress gambling, supposing the men in office earnest in coöoperating with it in the enforcement of the laws. This is practically the existing condition of things to-day.

As a summary of the work of the department of morals it is to be said of it that it has given a lesson which has been one of the greatest

and most striking in reformation of the conduct of American municipalities. Its exploits toward good have been one of the greatest of forces in making the Civic Federation of Chicago respected nationally, and almost internationally. It only remains that it does not abandon the same spirit, the same watchfulness and the same vigor. There is constant work before it, for all time to come. There is a constant and unremitting effort at revival of the vices which it has suppressed, of which the vice of public gambling is only one. The department must continue its work with the same force and sense of responsibility. It must do this, else the outcome of a vigorous and happily timed, and successful moral and political effort, will be marred or wasted.

In February, 1894, the Political Committee, seeing the necessity of immediate action looking toward the selection of competent and honest candidates for office in the spring aldermanic and town elections, caused a special meeting of the Federation. The committee urged upon the Federation the importance of systematic work throughout the city to arouse voters to the situation, and reported a place for distributing printed cards urging voters to attend their party primary meetings and take an interest in the nominations to be made for aldermen and town officers. The report was adopted, and the executive committee was instructed to carry out the plan suggested. An address to the public was also ordered to be prepared by a special committee, and it was also instructed to publish the records of aldermen who were seeking re-election. The address, which was widely published, recited the evils under which the city government was laboring, and laid the blame for those evils upon the people, who, careless of their own united interests, had vacated their throne, giving place to professional politicians who were allowed to manage the public business for private gain. It urged citizens to oppose the tireless labors of these enemies of the people in their own behalf by efforts as strenuous in the public interest. It called upon every voter to throw aside all selfish considerations, identify himself with the active working forces of his own ward and precinct, with a view of obtaining the nomination for alderman of the best man in the ward for that office. The public record, which was far from flattering, of the out-going aldermen, who, most of them, were seeking re-election, was also published by this committee in the city newspapers. The effort made was justified by the result. The people took a lively interest in the campaign thus inaugurated; several of the most objectionable candidates were not nominated, and six who were re-nominated were defeated at the polls.

Somewhat on these lines the Political Committee has labored during the year. It has worked, almost exclusively, within party lines, urging respectable citizens to assert themselves in their party councils, and to make themselves felt, especially at caucuses and primary elections, as well as on election day.

The committee is made up of both parties, equally represented. Each man thinks, honestly, that in his own party lies the elements and possibilities for good government, but each has proved himself, sooner or later, broad-minded enough to see that no man owes anything to national party affiliations in a local elections, and has consistently advocated voting for the best man in city elections.

One of the most satisfactory, and to the public the most important, results of this organization of citizens who had the idea that their duties were not altogether private, was that there came, in November, 1894, suddenly from the mass of people at large a request that this organization should take steps to secure the rights of every citizen at the polls; in other words, that if the last election were not an honest one, the next should be more nearly so because of the unrelenting pursuit and punishment of those who at the polls had interfered with the rights of citizens, and made a travesty of the duty and the privilege of suffrage. This demand—a strong and earnest one—from prominent citizens of Chicago, was responded to in the spirit in which it was made, regardless of all party feeling. The result has been an application by the Civic Federation to the law and to the sources of punishment for such misdeeds, perhaps the gravest in consequences of which a member of the community can be guilty. The end is that there have been plain charges and honest, straight-forward prosecution, and subsequent conviction and punishment to the extent that a number of the ruffians who, either ignorantly or deliberately with vicious tendencies, deprived American citizens of their rights, are now ordinary convicts of the state, with cropped hair and wearing prison garb. This is the gravest issue which may come from such prosecution by honest people. Its brand is permanent and effectual, and involves death in affairs political. The mortuary list as regards the election referred to is not yet complete, but even with its present dimensions is a triumph for the Civic Federation and all good citizenship, an example set showing that ultimately the honest are in the majority, and an accomplishment which has made Chicago a better city, and with better prospects.

The potentiality of the Political Department is well shown in the brilliant campaign conducted by it when it secured the endorsement of

the Civil Service Law at the polls in April. It only had ten days to organize, educate the people and get out the vote. Five hundred speakers were secured to talk until the election. At noon they talked to the working men in the factories, while at night they addressed large mass meetings. The five hundred pastors in the city were asked to speak on the subject from their pulpits the Sunday before, and every labor and commercial organization in the city was enlisted in the work. As a result the law was adopted by 50,000 majority. Other practical work done by the committee was the investigating of the 4700 judges and clerks of election and securing the discharge of nearly 1000 of them for incompetency, ineligibility, etc.

Early in December a conference was called of representatives from one hundred of the leading clubs and organizations in the city, political social, industrial, commercial, etc., to consider the importance of the then approaching city election. It was agreed that public meetings should be held throughout the city to arouse voters to the necessity of attending their respective primaries, and that every effort should be put forth to promote the candidacy of good men. The political committees of the various Ward Councils took up the matter with the Central Council, and systematic work was done in nearly every ward to secure, first, the appointment of competent and honest judges and clerks; second, the location of the primary polling places in accessible places; third, the attendance of the voters at their respective primaries. A committee conferred with the Mayor and the Chief of Police on protection at the polls for all voters, both at the primaries and regular election, securing from these officers satisfactory pledges, which were kept.

As a result of these efforts, many high-grade men were nominated by the regular parties, but where gang methods did prevail and no fit candidates were nominated by either party, the ward committees were instructed to call the people together and secure the nomination of good men by petition. A circular was sent to the ward committees instructing them to have, where necessary, watchers and challengers at the polls to see that no infraction of the election law be permitted and that the votes on the Civil Service Law be properly counted and returned. Appointments for watchers and challengers were secured by the committee from the Board of Election Commissioners.

It may be said, as something interesting not only to the people of Chicago but to those of every great municipality and of the United States, that the efforts at reform made by this aggregation of citizens have been supported by the great mass taking the initiative, in a

manner unprecedented in the past. The public press, regardless of political affiliations, has assisted honestly and zealously in the movement to secure a better local government, and has been a potent factor in interesting the tax-payers and the good citizens generally. It is a somewhat remarkable feature of the advent of this great reformatory agency in Chicago that it did not follow any sudden and sensational exposure of political corruption, but was the result of deliberate conviction, followed by action as deliberate. The very character of its origin and growth has been such as to give promise of its permanency and vast effectiveness.

## APPENDIX

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CONSISTING OF REPORTS OF THE VARIOUS OFFICIALS AND COMMITTEES, AND  
GIVING DETAILS OF THE MANNER AND EXTENT OF WORK OF THE  
CENTRAL COUNCIL OF THE CIVIC FEDERATION IN  
ITS VARIOUS FIELDS OF EFFORT



## APPENDIX.

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### ADDRESS OF LYMAN J. GAGE

RETIRING PRESIDENT OF THE CIVIC FEDERATION, AT THE ANNUAL MEETING, 1895.

This night ends the first official year of your organization. It is a convenient time, a natural period from which to look backward in the way of review, and to glance forward in brief study of the future. Your association was not an invention, the result of an ingenious mind, studying to provide some new form of public activity for restless persons hungry for notoriety. It was a crystallization of sentiment slowly forming through long periods against civil and social abuse no longer bearable.

It was inevitable that this should be misunderstood. Those whose interests were menaced by the announcement of your purpose toward reform indulged in misrepresentation, and sought by ridicule to impair your efficiency. Many who should have been your encouraging supporters, discouraged by past failures, were coldly indifferent or openly skeptical. It was under these depressing conditions that your life began. It must be remembered, also, that the organization, though theoretically devoted to reform, has yet to learn where and how effective forces could be practically applied. There is a "zeal without knowledge." It is often more harmful than helpful. Wise courage always takes counsel of prudence. If you have not accomplished all the most enthusiastic could desire, you have the satisfaction of knowing that you have committed no irretrievable errors. It will be admitted, I think, that public confidence in your purposes and powers has steadily grown. The condensed reports submitted by the standing committees will show the record of the year's work. They will, however, one and all, utterly fail to show the great public benefit conferred by your association in ways that can find only indirect expression in the reports of practical doings.

Your existence, your works and deeds have re-awakened the slumbering civic life. You have created a civic center where the sympathy and desire of those who love the city we live in may be safely focalized. You have given hope and confidence to thousands who have become pessimists on American municipal institutions.

You have made it possible, as demonstrated in the late vote on civil service reform, to rally in a great cause the best sentiments of our people. These and others that might be named, constitute the moral victories, which cannot be made to appear in tabulated form. A generous public has given you needed financial support, and we may point with special pride, I think, to economies in expenditures which the statement of the Secretary will show.

We ought not to forget on this occasion the strength afforded by the Chicago daily press. Their criticisms when made have been made in the spirit of kindness, and their supporting influence has been at all times a most powerful aid.

The working committees have been generally diligent and faithful, sacrificing to their duties much of their valuable time and mental energies. Their reports will show that this is not idle praise.

To your Secretary, Mr. Easley, much credit is due for what has been accomplished. But the work so well begun has only been begun. Much yet remains to be done to perfect the workings of your organization, and the reasons which called it into existence will remain, with varying degrees of force, to demand its perpetuation.

In retiring from the office with which you have honored me, I have to thank you all for the confidence and forbearance you have shown. It will be a pleasure to remain with you as a lay member, doing what I may in that capacity to promote the welfare and usefulness of your association.

## TREASURER'S REPORT.

Appended is the report of the Treasurer of the Central Council, Civic Federation:

DEAR SIR:—The following is a general report of the receipts and expenditures of the Civic Federation for the year ending March 31, 1895:

General fund, cash received from all sources	\$15,191.00
Paid out Account, General expenses	\$10,006.75
Industrial Congress	562.42
Gambling	2,403.65
Furniture and fixtures	215.80
Balance on hand	2,002.36
	\$15,191.00

The General Expense account is made up of the following items:

R. M. Easley, salary, 13 months	\$2,850.00
R. J. Thompson, special and general service	2,375.00
Printing	489.25
Postage	429.59
Sanitary inspection	496.61
Stenographer	467.44
Rent	252.69
Central Music Hall	125.00
Obscene literature crusade	317.84
E. E. Ward (assistant)	625.00
Telephone	86.21
E. M. Thatcher (assistance in organizing)	166.00
Detectives and sundry items	1,326.12
	\$10,006.75

E. S. DREYER, Treas.

## DEPARTMENT OF PHILANTHROPY.

The work of the Department of Philanthropy is here described, beginning with the report of the committee of which Lucy L. Flower was chairman:

MR. PRESIDENT AND MEMBERS OF THE CIVIC FEDERATION:—Though the Philanthropy Committee have seen many things in the way of reform which they have desired to secure during the past year, they are able to report very little in the way of work actually accomplished. Few persons are interested in philanthropical work, when it involves self-sacrifice and labor on their part, with results not immediately perceptible. As this must always be the case with measures dealing with scientific philanthropy, alias preventive measures of all kinds, we have found ourselves without the help necessary to do as much effective work as we could have desired, but certain things have been done, and others begun that may be productive of results at a later time.

One of the greatest obstacles to many reforms is our constitution, and it is to be hoped that our legislature may before long see the wisdom of a revision. Constant complaints have been made of the need of a decent loan office for the poor. Under present conditions a little temporary trouble, the want of a small loan, may lead to the loss of all one's possessions, through the rapacity of these mortgage sharks, from whom alone loans can be obtained; but our committee on investigation found that nothing could be done without a change in the laws governing the rates of interest, and we referred the matter to the Legislative Committee of this Federation.

After the formation of the wards councils, with their philanthropy committees, we hoped through them to secure an approximate census of the tenement houses in the city, with their conditions, for the purpose of bettering them, but, on sending out circulars asking for volunteer visitors, so few responded that no work was done, though, through the coöperation of our committee with the University of Chicago this examination is being made to a certain extent under the direct supervision of Prof. Gould of Johns Hopkins University, who will give four or five months to the work, and some valuable results will undoubtedly be obtained.

The committee had under consideration the necessity of a municipal lodging house, similar to those in Boston and other cities. No such lodging houses can be productive of real good in staying the tramp evil unless such places, if not under the direct control of municipal authorities, at least are under a management with which the authorities will coöperate. Lodging houses, maintained by private charity, where labor is required in return for food and lodging, as it should be at all times, will be of little avail in arresting the tramp evil if free lodging can always be obtained in the police stations by the class whom it is most desirable to control and limit.

They obtained reports from the various police stations and found that from December 1 to January 27, 46,976 persons had free lodging there. The chief of

police, Dr. Reynolds of the health department, and the county commissioners were visited, and an effort made to induce them to do something in this direction. They all acknowledged the necessity, bemoaned the lack of some such check, but could not see where the money was to come from. We trust before another winter, now that civil service has become an accomplished fact, that this Federation will take steps to secure such a lodging house.

Two bills have been prepared by this committee and sent to Springfield, one being to remove from the poor houses of the state all healthy children between the ages of three and fifteen. It is a disgrace to the state that such children should be kept in poor houses, to be raised as paupers and to be a perpetual burden on the state, to say nothing of the hopeless degradation of the helpless children themselves. The second bill is to establish a place of temporary detention for juvenile offenders under fifteen years of age. No child under fifteen should be classed as a criminal, and yet in this state no distinction is made between the child of eight or nine, who steals a banana from a banana wagon, and the adult who commits a grave offense against the law. Both are either sent to the Bridewell on a fine, or to jail to await trial, and the child is generally the worse treated of the two, for in fifty per cent. of the cases some political friend bails out the man, and the child stays, to be trained in crime by adult associates given him through the vicious laws of this state.

God speed the time when the citizens of Illinois will realize their responsibility for the terrible wrong and injustice with which our delinquent children are treated. The most important work fully accomplished by this committee has been the establishment of the Chicago Bureau of Charities. It was the logical outgrowth of the Central Relief of a year ago, and we hope will fill the long-felt want for some method of co-operation between existing charitable agencies, and remove from Chicago the reproach under which she has suffered of being the only large city without such agency, and of being thirty years behind the times in her system of charitable work. In this age of unions, when it is so thoroughly realized that all effective work must be done by united effort, it has seemed unaccountable that there should be so little union in charitable and philanthropical work—each charity going its own way, and not even knowing what others were doing, thus duplicating effort and encouraging mendicancy instead of stopping it. The day of mere alms-giving has passed for the civilized world outside of Chicago, and it is time Chicago realized that much of her so-called charitable effort is misplaced and vicious, increasing instead of diminishing pauperism.

The Bureau of Charities, if maintained, will endeavor to co-ordinate the various charities now existing; to prevent the increase of pauperism by helping paupers to help themselves instead of depending on alms; to rid the streets of beggars, and do such other prevention work as their membership will make possible.

This Committee has been requested to report on the feasibility of carrying out here the Detroit plan of garden patches for the poor. The possibility of obtaining land was considered by members of the real estate board, and one of their number reported that plenty of land could be obtained, but only in the outskirts of the city, and our poor are not in the outskirts. The difficulty in Chicago seems to be that the poor and the land are too far apart. In many cities the workmen and the really poor are in the outskirts—here they are largely nearly in the heart of the city. In Detroit, the report says, some land was nearly two miles from the homes of the cultivator. Here it would be more likely to be six

or seven miles, and, as car fare would be out of the question, there seems to be a serious difficulty in the way—something which is peculiar to the topography of Chicago.

In South Chicago this difficulty might not exist. There land and poor are nearer together, and we should like to see the experiment tried there if money and proper supervision could be obtained. Some persons within reach of the field of operations must have the responsibility, however, in the opinions of the committee.

LUCY L. FLOWER, Chairman.

## CENTRAL RELIEF ASSOCIATION.

In June, 1894, the Central Relief Association made a most interesting and valuable report, from which extracts are here made, as showing what that branch of the Civic Federation, as it may be properly called, accomplished after its organization, December 14, 1893, and up to the time when—its special task performed—it became, under the Department of Philanthropy, practically blended with the Chicago Bureau of Charities. Its purposes were, in the introduction to the report, defined as follows:

“1. To ascertain, in the most expeditious, practicable way, the nature and extent of the want and distress existing among us at the present time, and to raise funds for its relief.

“2. To relieve this want and distress as far as may be through existing organizations, and, where these are wanting in efficiency, to do it directly, or through other agencies to be created.

“3. To bring about systematic coöperation among charitable societies, churches, individuals and agencies of every kind, giving relief, so far as this can be done, thereby preventing waste, duplication and imposition, and thus uniting economy with efficiency in the great work of relieving distress among the worthy poor.

“4. It is one of the leading purposes of the Association to help the needy by enabling them to help themselves through employment, wherever that is practicable, thus elevating instead of pauperizing the recipient.”

The story of the Association’s origin and of its first meeting is thus related:

“The Central Relief Association originated in a meeting of the Civic Federation held at the Palmer House on the afternoon of Saturday, December 9, 1893, at which the following ladies and gentlemen were constituted a committee to devise a plan of organization for the purpose of meeting the existing emergency: Mr. A. C. Bartlett, Mr. T. W. Harvey, Mr. W. J. Chalmers, Mr. John J. McGrath, Dr. Emil G. Hirsch, Chancellor P. J. Muldoon, Prof. Albion W. Small, Mr. John H. Gallagher, Prof. Graham Taylor, Mr. M. J. Carroll, Miss Jane Addams, Mr. W. J. H. Niestadt, Ex-Judge L. C. Collins, Mrs. Lucy L. Flower and Mr. L. T. O’Brien.”

At this meeting the subjoined resolution was adopted:

*Resolved*, That we hereby constitute a Central Relief Committee, which shall be charged with raising funds to meet the present emergency, and with the disbursement of the same, as far as practicable, through existing public and charitable agencies; that said committee be composed of fifty members to be appointed by the Chair, of which committee Mr. T. W. Harvey shall be Chairman.

*Resolved*, That it shall be the duty of the committee to make a thorough canvass of every block in the city and record every one out of employment who may seem to be a proper subject for aid, or likely to be so. The conditions, surroundings and tendency of every one needing aid or employment should be carefully noted, to the end that this committee may secure the coöperation of churches and such other organizations as may be distributing relief; that, until further notice, all funds for the Central Relief Committee be sent to L. J. Gage, at the First National Bank, and that other contributions be sent to such other places as shall be designated by Mr. Gage.

To avoid the confusion arising from the use of the word "Committee," the title, "Central Relief Association," was adopted, and then began the great work elsewhere alluded to. From the Association's extended report are here given the following selections, which make what was done apparent, and with a degree of detail.

After explaining that, in entering upon the work, it was found that existing charitable organizations were overwhelmed by applications for aid from destitute families; that, aside from the sleeping quarters improvised elsewhere, upward of two thousand men were nightly accommodated in the police stations and in the corridors of the City Hall, and that the police authorities estimated that about one-third of these belonged to the genus tramp, the report says that steps were taken to prevent the further influx to the city of professional idlers, and also to coöperate with the soup kitchens established by generous people. Then came the labor test.

Experience enabled the committee having the matter in charge to solve the problem of furnishing substantial and wholesome food to those who, by performing their quota of work on the streets, had earned fair treatment. While there were necessarily some complaints, no better evidence of the success attained in this regard could be supplied than the sentiment frequently expressed by the men, viz.: "It is a square deal."

Tools were purchased for those willing to work, and arrangements were speedily made for the shelter of all such in the better class of cheap lodging houses.

The city authorities coöperated generously and effectively in the work of street cleaning by providing a foreman for each group of laborers, and the necessary teams for removing the sweepings.

Towards the end of the Winter, men with families were given the preference in street-cleaning work in the central portion of the city. In return for their labors they received supplies from the warehouse, the valuation of which was based upon the exact cost. They were permitted to select such articles of food as were best adapted to their needs.

As Spring approached, the single men were given to understand that they must find employment elsewhere. The justice of this was as a rule cheerfully acknowledged, and the men rapidly disappeared. 66 Pacific Avenue was closed March 5th, Kirkland Kitchen March 17th and Lakeside Kitchen March 24th.

The Women's Clubs Emergency Association speedily inaugurated an admirable plan for relieving the distress by establishing sewing rooms, where such women as were either the support of families or especially destitute could be furnished with employment. The plan for providing employment for men who were heads of families in the 7th, 8th, and 19th wards has already been mentioned.

REPORT OF THE COMMITTEE HAVING STREET EMPLOYMENT IN CHARGE. (NOT INCLUDING THAT IN THE 7TH, 8TH, AND 19TH WARDS.)

Here follows the report in detail of the committee having the street-cleaning in charge:

The plan of giving men an opportunity to return a fair equivalent in work for food, lodging, and clothing, proved a most satisfactory method of dealing with the men who were floating about the city, nearly all of whom were single men without homes. Whether this may under ordinary conditions be wise and practicable can not now be discussed; that it was effective in the emergency has, we feel assured, been made apparent.

On the opening day, December 23d, 1893, 2,019 men were given breakfast, and were offered the only work that could be found for them, namely, sweeping and shoveling on the streets. Only about 400 were willing to accept it, but as they soon found free entertainment closed to them they gradually fell into line, and for the most part cheerfully.

The force at its maximum was 3,760 (exclusive of the 7th, 8th, and 19th wards). We required three hours' work each day, giving in return two full meals and a good bed. Provision for Sunday was made by three hours' over-time during the week. We also allowed those needing shoes or clothing extra time, for which "extra tickets" were given, valued at ten cents each, for each extra hour. For six to nine tickets we gave good, strong shoes that would cost in a store from \$2.00 to \$2.50; for one ticket a pair of good stockings; for seven tickets a full suit of woolen underclothing; for one ticket a pair of mittens; for two a warm cap with earlaps; for twelve, good woolen trousers, and other clothing at corresponding prices. Like provision was also made for laundry and barber tickets.

The married men could exchange their lodging or extra-time tickets for flour, groceries, meat or vegetables. Four tickets secured twenty-five pounds of good white flour; one ticket twelve pounds of corn meal or three-quarters of a pound of coffee, or four pounds of good broken rice, or two and a half pounds of sugar. All staple articles of food were given at correspondingly low prices, the manufacturers and wholesale dealers furnishing these articles at their prime cost.

Those who came early in the morning were given work in the long-hours squad, or "shoe gang," as it was called by the men, and it was interesting to note that as early as four o'clock in the morning the "shoe gang" would begin to form, so as to be the first admitted to the six o'clock breakfast, and first in line for tools and work tickets.

Each man was given a tool ticket as he passed in to breakfast, which, on presentation for tools, was punched with the letter "T," and after the work of the day was finished the same ticket was punched by the foreman with a punch of different pattern as many times as they had worked hours, and when the tools

were turned in this ticket was taken up and a coupon ticket given in exchange, good for supper, breakfast and lodging.

The color of these tickets and the pattern of the punch was changed each day in the week to prevent duplication and forgery. This proved the safest and cheapest system of keeping accounts and making settlement. No books were kept.

The meals given at the feeding stations were substantial and abundant. Breakfast consisted of three thick slices (one-half pound) first-class family bread with sliced meat between two of the slices ; a quart of coffee, sweetened ; a large plate of corn or oat meal mush with syrup. Dinners were Irish stew, made of good and abundant meat and vegetables ; three thick slices of bread. On special occasions, good bread pudding. Oysters (donated) were several times added to the stew. Steam was used for cooking. Two thousand men could be served in one hour at Lakeside, fifteen hundred at 66 Pacific Avenue, and one thousand at 105 Desplaines Street. A good lunch was given at noon for one "extra" ticket to those who wished for it, but most of the men were satisfied to take two meals only, commonly using at noon a large slice of bread saved from breakfast.

The bread was baked especially for us in four-pound loaves, was cut in good liberal slices by machinery, and as the men passed the ticket taker they took up their bread and meat, passed along to the coffee basin and carried the whole into the next room, where they stood up on both sides of tables three feet high and two feet wide and one hundred fifty feet long. As they finished breakfast and passed out of the tool room they were given tools and sent out in the street in gangs of fifty to one hundred, with one foreman and one sub-foreman for every twenty-five men. The sub-foremen were selected from the ranks and paid a little extra. The head foremen were usually married men who had dependent families, and who understood the business.

This working army averaged about twenty-eight years of age, of all nationalities. About thirty per cent were American born. Nearly all were poorly clad, having only that clothing which was upon their backs ; all surplus having been sold or pawned. They especially needed shoes, so that for the first two weeks we gave new shoes for six hours' work—shoes that cost ninety cents to manufacture. After the most needy were supplied we charged nine tickets, the exact cost to us.

Putting shoes on the men's feet gave them a new lease on life and added greatly to their comfort and self-respect ; and as they were able to earn a change of clothing, many were able to find other employment, or go to friends, which they were unwilling or unable to do in their previous dilapidated condition.

Many of the younger men were stranded here after the World's Fair, had worn out their clothing and shoes in walking the streets, and were sleeping in the police stations and on the City Hall floors.

The gradual improvement in the personal appearance of the men and the greater cheerfulness and courage shown in taking up the daily work, which resulted from better sleeping quarters, good food, improved clothing and the medical attendance given at the various stations, was a great satisfaction to the committee.

Nearly all showed their entire appreciation of what had been done for them and gave many expressions of satisfaction and thanks to the committee in charge of the work.

In February an employment bureau was inaugurated at Lakeside Kitchen for the purpose of aiding the men in finding other occupation. A registry book was opened, and on two consecutive Sundays we registered every man and handed each one a double card on which was placed his name and number. Following is a copy of the cards given:

"No. 3102. Please keep this card until called for by the Central Relief Association. Opposite this card number on our books is your name and residence, or lodging house. After finding what you are best fitted to do we propose to help you by finding regular employment for you if possible, or by such other means as may be within our reach. To accomplish this, we want your correct name, past history, and a knowledge of the work you are best able to do. This, we hope, will enable us to find an opening where you may have a better chance to continue as a useful and helpful citizen.

"Please remember that your daily conduct and willingness to give a fair equivalent for what you receive is a test of character. Good character and earnest endeavor will win the battle of life, especially in this free country, where there is generally work for all, if we find the right man for the right place.

"Competent, reliable men can get to the front.

"We ask your coöperation in this, and we pledge our best effort in your behalf. Our interests are mutual; let us be mutually helpful. Central Relief Association, Labor Bureau, Lakeside Kitchen, Randolph street, east of Michigan avenue."

Before giving the above card the following questions were asked and the answers were recorded on a card bearing numbers corresponding with the card given out:

"No. 3102-----1894. What is your name? Age? Description? Nationality? Residence? Former residence? How long in Chicago? Have you a family? Where is your family living? Number of children? Previous employer? Name of employer? Reference? Do you intend to remain in Chicago? How much money have you? Have you any property? Have you learned a mechanical trade? How long did you work at it? Have you any references as to your mechanical ability? If so, who? Are you competent and willing to work on a farm? Are you a bookkeeper or clerk? What kind of work are you best fitted to do?"

From the information thus obtained the capabilities of each man were known, and as applications for men came in, the numbers of the men meeting the requirements were posted on the doors of the kitchen and tool rooms, with the request that they call at the office for information as to more profitable and regular employment.

The public press, both in the city and the county, gave full notices of this bureau, and as spring opened, applications came freely for all classes of workmen.

The following tables show the number of men employed, the clothing, meals and lodging furnished, etc.:

## THE CIVIC FEDERATION OF CHICAGO.

The total number of meals furnished from our three kitchens was-----	462,084
The average per day was-----	4,621
Total number of working days-----	83
Average number per day-----	2,275
Largest number on any one day, exclusive of married men in 7th, 8th and 19th wards-----	3,760
Daily average of hours-----	8,582
Average hours per man per day-----	3 hours and 35 minutes
Total lodging checks issued to regular lodging houses-----	232,066
Total days on which lodgings were issued-----	94
Total orders on warehouse for family supplies-----	8,682
Value of the supplies-----	\$3,551.60

The articles of clothing issued were as follows:

2,473 Pairs shoes.	19 Coats.
4,236 Pairs of socks.	16 Vests.
3,576 Pairs of mittens.	5 Overcoats.
2,160 Pieces underwear.	9 Shirts.
425 Caps.	3 Trusses.
1,151 Pairs trousers.	1 Electric stocking.
14,074 articles costing-----	\$6,324.71
60 dozen mittens (donated), value-----	54.00
 Total value-----	 \$6,378.71

In addition to the above 6,221 lodgings in bunks were furnished at the Friendship House Annex—an average of 75 per night to new men to whom work was offered on the next following days. There were also 13,612 lodgings given by missions, and during the winter 41,327 men found shelter in the police stations. The majority of these accepted work sooner or later, but there were approximately 400 per night thus sheltered who refused employment, either from physical disability or from being too lazy to desire to earn an honest living.

Nationality of men working on the street, March 5th to 12th, including family men in 7th, 8th and 19th wards:

Americans (or American born)-----	966	Bohemians -----	65
Irish-----	512	Danes-----	54
Polish-----	542	Norwegians -----	38
German-----	430	French-----	26
Swedes-----	220	Negro-----	19
English-----	214	Hollanders -----	16
Russians-----	113	 Total -----	 3,209

## AGES.

Under 21, minors-----	114	From 35 to 50 inclusive-----	1,146
From 21 to 25 inclusive-----	528	From 50 upward-----	144
From 25 to 35 inclusive-----	1,277		
Total -----			2,209

## Length of time in Chicago, March 10, 1894:

Three months or less-----	209	From one year to five years-----	1,276
From three to six months-----	210	From five years and upward-----	949
From six months to one year-----	135	Born in Chicago -----	36
One year-----	430		

## OCCUPATIONS.

Laborers -----	1,380	Stablemen -----	26
Farm hands-----	150	Brass and iron workers-----	23
Sailors-----	131	Butchers -----	20
Teamsters -----	101	Printers -----	19
Clerks -----	85	Bakers -----	18
Porters -----	74	Shoe Makers -----	13
R. R. Laborers-----	73	Tailors -----	11
Carpenters-----	63	Cabinet Makers -----	11
Foremen -----	59	Harness Makers -----	9
Cooks -----	55	Coachmen -----	7
Painters -----	44	Brick Layers -----	7
Machinists -----	39	Barbers -----	6
Blacksmiths -----	36	Brick Makers -----	4
Molders -----	30	Miscellaneous -----	243
Waiters-----	28	Unknown -----	418
Engineers -----	26		
Total -----			3,209

Under Mr. Stirling's direction, employment in cleaning streets and alleys in the 7th, 8th and 19th wards was furnished to men who were heads of families. Careful investigation was made of each applicant and the report upon each was considered by a local committee composed of ministers of the churches within the wards and other citizens. The extent of the relief by work, or from other societies, was in every case absolutely proportioned to the need so far as ascertained by the most thorough and systematic investigation and consideration. Reports exhaustive in detail are on file in the central office.

In the 7th and 8th wards the office was open from January 22d to March 23d.	
The total number of applications was-----	1,033
The total number approved for employment-----	805
In the families of these men there were women-----	823
Adult children-----	341
Infants -----	1,723

Their average time in Chicago was 8.16 years.

Their average time out of employment was 5.6 months.

The average hours of employment furnished was 122.4.

Number given employment only-----	569
Number given additional aid by reference to other organizations-----	263
Debts reported by their families-----	\$21,957.35
Overdue rents-----	7,545.30
Pawn tickets-----	337.25
Cases of sickness (partial record only)-----	133
Persons needing clothing-----	619
Families needing coal-----	415

## THE CIVIC FEDERATION OF CHICAGO.

In the 19th ward the office was open from January 3d to March 22d.	
The total number of applicants was-----	763
The total number approved for employment was-----	491
In the families of these men were women-----	465
Adult children-----	195
Infants -----	942
Their average time in Chicago was 7.66 years.	
Their average time out of employment was 6.5 months.	
Average hours of employment furnished was 137.3.	
Number given employment only was-----	384
Number given additional aid by reference to other organizations-----	107
Debts reported by these families-----	\$6,351.65
Overdue rents-----	4,757.20
Pawn tickets-----	37.00
Cases of sickness (partial record only)-----	52
Persons needing clothing-----	24
Families needing coal-----	40

## WOMEN'S EMERGENCY ASSOCIATION.

The members of the Chicago Women's Club, realizing the vast number of unemployed in the city and the consequent distress, were called together early in December by the president, Dr. Sarah Hackett Stevenson, who invited other women's clubs to be present at the meeting and coöperate with them in the work of the Chicago Women's Clubs Emergency Association which was thus formed.

About forty clubs responded, and delegates were sent from them to the meetings of the Emergency Association held throughout the winter. The object of this association being to give employment to women, sewing rooms were started in various parts of the city, in which needy women and girls were paid 50 cents per day for seven hours' work and given a nourishing luncheon at noon.

The following is a list of the sewing rooms established:

	Opened.	Closed.	No. Employed.
New Era Building-----	Jan. 1894	March 24 1894	750
Friendly Aid Society-----	" 18	" 24	45
Unity Industrial Work Rooms -----	" 17	" 28	133
Moseley Mission Sewing Rooms, supported by the Second Presbyterian Church -----	" 27	" 31	180
Englewood Sewing Rooms-----	" 22	" 31	58
The Mending Bureau in Illinois Humane Society Rooms -----	Feb. 27	" 24	44
R. R. Chapel Sewing Room, supported by First Presbyterian Church-----	" 12	April 1	92
Girls' Mutual Benefit Society-----	" 12	March 24	42
Ashbury Sewing Room-----	" 26	April 4	134
Total -----			1,478

In connection with the New Era sewing rooms and that of the Friendly Aid Society, immediate relief committees were formed, assisting 300 families.

There were sent from the Women's Club rooms, for temporary or permanent

places, 132 women; to industrial homes, 28. From the Household Economics Association, there were sent to places 195 women.

This work was done at an expense of about \$19,000, \$4,250 of which was from funds of Central Relief Association; balance was contributed direct to the Women's Clubs. The names and addresses of all these persons were sent to the Central Relief office, where they are on file.

Thousands of garments were made in these sewing rooms for the School Children's Aid Society and for various charitable institutions and hospitals throughout the city. Bed quilts, sheets, pillow cases, babies' wardrobes, etc., were made and distributed to poor women.

#### OTHER DETAILS.

In other departments of the Association the work performed was not less effective. In the Auxiliary of Medical Aid the work of attendants was heavy. During the winter over 10,000 calls for aid were made upon them. The proportion of medical to surgical cases was about two to one. The number of the former was augmented by the prevalence of bronchitis, and affections incident to exposure. The number of surgical cases was increased by the many vaccination sores that required attention in consequence of the unavoidable unhygienic conditions surrounding those cared for.

Over 8,000 applications for aid were met by the attendants. Over 2,000 were referred to dispensaries or removed to hospitals or to the county infirmary. The few cases of smallpox were removed to the pesthouse. From 75 to 100 per day, in the aggregate, were excused from work for a brief period on account of ailments and were given food and shelter gratuitously during their enforced idleness.

Early in the season smallpox broke out in the cheap lodging houses where applicants for relief were given shelter. General vaccination was immediately enforced, those refusing being denied assistance.

The value of district organization was demonstrated and thirty-one districts were successfully formed. In these, churches of different denominations worked together, and remote localities were reached most effectively. Some of these districts were largely self-sustaining and some were absolutely so.

This is a brief summary of the record. The career of the Central Relief Association was that of one of the greatest of helpful organizations and an illustration of what may be accomplished when the generous and intelligent work together in a great city for the relief of the unfortunate.

## REGISTRATION WORK.

There is here given, as valuable information in connection with this account of effort in one field, a portion of the first annual report of the Chicago Bureau of Charities, showing the societies it coöperates with:

REPORTS FROM NOVEMBER 20, 1894, TO MAY 1, 1895.

	Reports Received.	Information Sent Out.
Transportation Bureau -----	107	
Central Office -----	290	
County Agent -----	23,000	7
United Hebrew Charities -----	1,549	353
German Society -----	548	257
Home for the Friendless -----	86	
Chicago Orphan Asylum -----	11	
Chicago Relief and Aid Society -----	1,333	1,824
Deaconess' Home -----	5	84
West End Woman's Club -----	68	
School Children's Aid Society -----	2	
Medical Mission -----	4	6
Rev. M. D. Eubank -----	21	6
St. Vincent de Paul Society -----	4	13
St. Sylvester's Aid Society -----	3	
First German Baptist Church -----	1	
Laundries -----	7	
Dist. No. 2, R. S. Andrews -----	2,555	215
"    " 19, Hull House -----	899	560
"    " 53, Miss Holmes -----	187	23
South Side Conferences -----	880	58
Dist. 23, W. G. Wilder -----	2	
" 59, Rev. Mr. Rouse -----	2	
" 100, Rev. C. E. Cheney -----	4	
" 27, First Congregational Church -----	5	2
" 577, Union Park Congregational Church -----	41	12
" 116, First Presbyterian Church -----	28	
" 105, O. H. Postle -----	13	
" 468, Third Presbyterian Church -----	59	22
Courtland Street Methodist Church -----	2	
No. 129, King's Daughters -----	5	8
No. 274, Good Samaritan Society -----	7	3
School Children's Aid Society -----	4	
Brighton Park Aid Society -----	5	4
North Shore Charities -----		3
Mrs. Sly -----		3
C. H. Bliss, Dist. 15 -----		2
 Total -----	 31,547*	 3,482

In addition, the following societies have coöperated with the Bureau: Coöperative Aid and Rescue Society, Chicago Waifs' Mission, Visiting Nurses' Association, Hyde Park Protective Agency, Young Women's Christian Association, Society for the Prevention of Crime, Women's Model Lodging House, Humane Society, St. Mary's Mission, Children's Aid Society, Charity Organization Society of New York city.

Other societies, some newly organized, some long existent, have, in a more or less degree, drifted toward the Civic Federation as a focus of information and influence, through and coöoperating with which, they could honestly, with the funds at their command, accomplish the greatest good for the greatest number. There is a tendency toward centralization of conscientious giving and of conscientious effort—both in methods of helping of the needy and of reform in the administration of those we select as public servants—toward the Civic Federation.

## MUNICIPAL DEPARTMENT.

Following appears the report of the Chairman of the Municipal Department of the Federation:

TO THE HON. LYMAN J. GAGE,

President and Members of the Civic Federation:

I beg to submit herewith a brief report of the work of the Municipal Committee of the Civic Federation during the last year. In the space allotted to me it will be impossible to make a detailed report of all the work of this Committee, especially as to a large amount of correspondence, investigations, and individual work in visiting public officials, etc.

1st. The work of reclaiming for the use of the public what is known as the Lake Front Park, and providing for improving and beautifying the same, received early attention, and the following resolution (Exhibit A) was adopted. It is believed that, through the influence brought to bear by the Federation, a resolution was passed by the City Council providing for the desired improvement, and the erection of the permanent post-office and other buildings on the Park was prevented. While the desired improvements have not yet been made, it is hoped and thought that work will not be long delayed, and that another feature of great beauty will be added to our park system.

2d. In June last a joint committee consisting of the Municipal Committee of the Federation and of representatives from the various reform and political clubs of the city was organized for the purpose of taking steps looking to the much needed revision of the laws especially affecting our municipality.

The Union League, the Iroquois, the Marquette, the Hamilton, the Waubansee, the Commercial, the Illinois, the Lincoln and the Jefferson clubs, the Citizen's League, the Trade and Labor Assembly and the Real Estate Board sent delegates. The committee thus constituted, numbering forty members, was a strong one. I need not add to the length of this report by repeating the names of the committee or detailing in full its work. The Committee of the Whole was organized, with the chairman of the Municipal Committee as chairman.

After much discussion, and a full canvass of the situation, sub-committees were appointed to consider the revision of the "Revenue Laws," "Special Assessment Laws," "The City Charter," "Ballot Law," "Primary Election Laws," "A Corrupt Practices Act," the "Civil Service Law," and an "Arbitration Law." The chairmen of the sub-committees for special work were the Hon. Jno. S. Miller, late corporation council, the Hon. Chas. Aldrich, solicitor general in the cabinet of President Harrison; the Hon. Thos. M. Hoyne, and Professor Bemis, of the Chicago University. A synopsis of the bills prepared is hereunto attached, and the full printed bills are made a part of this report.

Each of the several sub-committees held numerous meetings, invited discussion, addresses, and suggestions from students and experts of the respective subjects under consideration. Bills were finally prepared and presented to the legislature at Springfield.

The Civil Service Law was vigorously pressed and, as you know, triumphantly passed, and was adopted by the city by a large majority. This must be considered a great achievement in the cause of reform. The other bills are being pressed with some hope of success. The committee has also given assistance to the bill providing for a more speedy trial of contested elections. Many of the politicians of the old machine-partisan type have fought all reform legislation in both branches of the legislature. In behalf of the Civil Service Law, the pressure of public opinion was too strong to be resisted, and the politicians were brought into line, but a strong effort has been made to smother the other reform measures in the committees. This has been especially apparent in the case of the Primary Election Law and the amendments to the city charter. But if these measures do not become laws, they will be well advanced, and something will have been gained by the discussion and agitation, and they will have a better chance in the next legislature. It has been remarked that seldom can more than one great reform measure be carried through at the same session of the legislature. About 1,400 bills have been presented, and not more than about 200, or 1 in 7, can possibly be passed.

The great enthusiasm aroused in favor of the Civil Service Law subsided, after the passage of that act, and a general apathy on the part of the public, the press and the legislature followed which has rendered the other legislation difficult. Your committee is of the opinion that, when the Civil Service Law was passed, had all effort been concentrated upon one of the important measures above mentioned more could have been accomplished.

The Municipal Committee and its various sub-committees have given much attention to the subjects of sanitation, notably to the cleaning of the streets and alleys of the city, and to the removal of garbage. I beg to call your attention to the accompanying reports, especially those of Mrs. Paul, the sanitary agent, hereto attached, marked Exhibits C, D and E.

The sub-committee on the milk supply of Chicago finds need of state as well as city inspection in order to secure proper care of the dairies whence the milk is taken, and the methods of shipment. A bill for this important reform has been introduced at Springfield in cooperation with the State Board of Health, but stands little chance of passing until the people are brought to realize more fully its importance.

The Federation will remember the revelations made, through an inspection by Mrs. Paul, under the direction of sub-committee on sanitation, of the unsanitary bakeries in some parts of the city. (Exhibit F.) Great improvements were then secured, and an ordinance was introduced into the council to better guard the public in the future. An effort is soon to be made to secure action on this ordinance by our new city council.

An able and exhaustive report, with suggestions as to approved methods, upon the production of gas, was made by the sub-committee on gas and electric light, of which Prof. Bemis was chairman. This report is well worth reading, and a printed copy is hereto attached and marked Exhibit G.

I also desire to call your attention to an able report by Mr. S. S. Greeley, chairman of the sub-committee on franchises and transportation, upon the rights and power of the city to compel citizens to keep the sidewalks in front of their property free from snow, dirt and other accumulations, herewith submitted marked Exhibit H.

The sub-committee on public health was especially active at the time of the smallpox epidemic in the spring of 1894, and did much to call public attention to the very defective and inefficient provisions that had then been made for preventing the further spread of the disease. There is much work for this committee to do during the coming year.

The Central Municipal Committee has held monthly meetings with the branch ward municipal committees since their organization, at which gathering the practical questions of municipal improvement, especially those of local interest, have been discussed. A printed leaflet of instructions and suggestions to local committees, marked Leaflet No. 1, is hereunto attached. This shows to some extent the scope and practical character of their work. In the matter of the three, so-called, boodle ordinances, known as the Ogden Gas Ordinance, the Cosmopolitan Ordinance, the Light, Heat and Power Ordinance, your committee secured the services of the able attorney, Mr. Zeisler. This was a matter of great public interest.

In the decision of Judge Payne, these ordinances were declared not only voidable, but void on account of irregularities in their passage, and a committee was appointed to wait upon Mayor Swift, and to present the case to him, asking him to revoke the licenses which had been issued to these companies by the preceding administration. Upon presentation of the case the order revoking the licenses was at once issued. This places the city in a favorable position, should the companies aforesaid attempt, by asking a mandamus or injunction, to establish their alleged rights under the so-called ordinances. It is generally known by the members of the Federation and the public that the late city administration advertised, at the last moment, a very large number of contracts for sewers and other improvements, and these contracts were let within a day or two before the administration went out of power, not as advertised, to the lowest bidder, but to parties bidding about fifty per cent. above the lowest responsible bid. This was a flagrant attempt to commit a fraud and swindle the tax-payers, and Messrs. Vocke & Healey were authorized by this committee to investigate and take such action as might be necessary in the matter. Bills were filed in two cases, and at the solicitation of these attorneys a resolution was passed by the city council suspending all these contracts till an investigation could be had, and your committee would recommend that its successors at a very early date send a special committee to the present Mayor, and ask him to annul all these contracts and to advertise for new bids.

Just before the annual election of the town of South Chicago, an attorney was employed to investigate the irregularities in the contraction and auditing of bills which had been practiced, and the committee took steps to prevent these bills for large amounts being audited at the public meeting, and also to prevent the voting of unnecessary large appropriations for the current year. At the suggestion of the Federation the citizens and tax-payers attended the meeting in large numbers, and put a veto on the fraudulent methods hitherto practiced.

A complete report, with annexed exhibits, bills, etc., would fill a printed octavo book of two hundred pages. You certainly would not wish to listen to or read this at this time, but from what is here submitted you may obtain a fair conception of the labor involved in carrying on the work of this branch of the Civic Federation.

WILLIAM A. GILES, Chairman.

A sub-committee of the Municipal Department was named the Civil Service Reform Committee, and the result of this committee's work was the passage, by the Illinois Legislature, in 1895, of the Civil Service Law now in force.

#### SANITARY WORK.

An important portion of the work of Municipal Department of the Federation was accomplished by its Sanitary and Public Health committees, the attention of which was in the beginning largely devoted to a better removal of the city's garbage. To attain this end the assistance of the city authorities was secured as far as possible. Contractors were asked to advise with the committee, and sanitary inspectors were engaged to secure a faithful performance of all work. Especially was the general public appealed to in aid of the movement for the general good, and circulars were widely distributed giving necessary information and affording needed suggestions. The circular here appended, for instance, was distributed to the number of 200,000 throughout the homes of Chicago:

**NOTICE.**—It is unlawful to throw, drop or leave paper, parings of fruit, or vegetables, garbage, rubbish, ashes or any waste material whatsoever in any street, alley, or uninclosed public grounds in the city of Chicago.

It is unlawful to expose ashes, feathers or other substance liable to be blown by the wind, or to shake any mat, carpet or cloth in or over any street or public place.

It is unlawful to fail to provide and keep suitable vessels for receiving and holding, without leakage, ashes, rubbish, garbage and liquid substances.

It is unlawful to place ashes or rubbish in the same vessel with liquid substances.

It is unlawful to keep ashes in any barrel, box, or other wooden vessel or on any wooden floor in any building.

It is unlawful to fail or neglect to have garbage ready for scavenger when called for after notice to do so.

It is unlawful to permit any dirt, filth or garbage to accumulate in or about any tenement or lodging house. The rooms, passages, stairs, floors, windows, doors, walls, ceilings, privies and drains thereof shall be thoroughly cleansed.

It is unlawful to permit any premises to remain in an offensive condition for 24 hours.

It is unlawful to deposit manure, offal or garbage within the city. All manure must be removed from stables at least three times a week.

No stream can rise higher than its source. The condition of the ward as regards health and cleanliness is determined by the condition of individual premises. Let us clean up and live decently.

The Civic Federation Council of the — Ward urges the coöperation of all residents of the ward in the endeavor to secure enforcement of ordinances relating to the foregoing subjects.

Complaints and suggestions should be made at the 31st Ward Headquarters of the Civic Federation, 6312 Wentworth avenue.

Parties desiring further information can obtain a synopsis of the city ordinances relating to the department of health, by applying to the headquarters of 31st Ward Council of the Civic Federation.

A circular of a similar character to the above was issued by the Sanitary Committee giving all the specifications for scavenger work, and making the public familiar with the obligations of all contractors in this field, of what could properly and legally be demanded of them, and giving the names and addresses of those doing the work in each ward of the city. The names and addresses of the City Ward Inspectors were also given. The people were asked to notify the Federation from any ward of any lack of service, and to send to the secretary of the Central Council reports of any dereliction or complaint of nuisance. Postal cards for this purpose were furnished. Persons were designated in each ward in connection with the Ward Councils as Voluntary Inspectors to keep watch of the conditions in their immediate neighborhood and report the same to Federation Headquarters. The sanitary conditions of the city were vastly improved as a result of these efforts. Other circulars were issued, some bearing particularly upon the condition of the streets and sidewalks and the duties of citizens in that regard.

A Sub-Committee of the Department has been for some time engaged upon a solution of the problem of the best method of the disposition of garbage and waste material after its removal from the streets and alleys. The general conclusion is in favor of destroying such material by fire, and the Committee is still working upon the problem.

The Public Health Committee of this Department investigated and reported upon the condition of the smallpox hospital during the smallpox epidemic in 1894.

#### SMALLPOX COMMITTEE.

Following is the report on the Smallpox Hospital by the Chairman of the Public Health Committee:

The committee appointed by the Civic Federation visited the pest house at Twenty-sixth street and Sacramento avenue Thursday afternoon. Admission to that institution is only gained by having a good case of smallpox, or a letter signed and sealed by the Commissioner of Health. Even with the latter document, it is necessary to exercise a good degree of patience. In this instance, the letter was presented through the intervention of a policeman, and the committee waited twenty-five minutes outside the wicket in the fence. Thirty minutes more were consumed in getting inside the door, and making necessary change of garments. The pest-house is a two-story brick building. The lower floor is used as kitchen, dining-room, laundry, and residence for the twenty-one sisters, who are said to be in attendance. The upper floor is approached by a single stairway, and

is divided into seventeen wards, each occupied by from two to eight patients. There are two water closets and one bath-tub on this floor, and also a sink in the hall, supplied with two faucets. The place is heated by stoves, and lighted with kerosene lamps. This floor is, in its present condition, suitable for not more than thirty patients, at the outside. As it is managed now there are as many beds in a room as can possibly be crowded in, without regard to the condition of correct sanitation. Some of the windows are covered with bars. This probably indicates the inadequacy of attendants. In case of fire it would be absolutely impossible to remove the patients unless the building should accommodately begin to burn at both ends. There is one old frame addition to the hospital, which is also divided up into small wards, each lighted from one side only. Two new frame additions have been built during the present epidemic. They are also divided into small wards, separated by a narrow central hallway. In the new part, for example, one ward has two very small north windows, and contains fifteen patients. Opposite it is a ward of about the same character. The dimensions were not taken, but they were certainly not more than fifteen feet wide by eighteen or twenty feet long. The kitchen is supplied with a range, similar to that of a common family, and there are no real kitchen facilities for such an institution. The laundry is almost pitiable in its poverty; it contains three tubs, but no modern machinery, and no drying room. A sister and four other persons were found washing clothing. In the court, between the old two-story hospital and the additions, there is a commodious morgue. It was found full of coffins and a few cadavers, and outside, in plain sight, and quite suggestive to the incoming patients, was a pile of coffins that had not been stowed away inside the morgue. In this building also is the disinfecting apparatus, through which the clothing is passed, when the patients are discharged, recovered. It consists of an iron cauldron on the floor of a room six feet square. This room is provided with a row or two of pegs on which the clothing to be disinfected is hung, while ten pounds of sulphur are said to be burned in the cauldron under them. The only improvements observed on the place were five tents devoted to convalescent patients and to erysipelas, and one tent in which the resident physician and a male nurse sleep, and one tent furnished by some citizen for his wife. There were forty children, some of them alone, and some with their mothers, in two wards. The hospital is manned by a single resident physician, twenty-one sisters of charity (nurses), eleven male nurses, and seventeen other servants. A great many quilts, or wadded comforters, were in use on the beds. The beds themselves were straw ticks on iron bedsteads, and were suitable to the purpose. In passing through the hospital it is evident that the place is shamefully overcrowded. All in all, as it stands to-day, it is crowded with more than eighty patients, while there are said to be over three hundred there at present. It is unnecessary to say that the place is not ventilated, such a thing as ventilation is absolutely impossible with the present construction.

It is hard to imagine why the new additions were cut up into small wards, with windows only on one side. The place would be much more serviceable had the wards been run through from side to side. A single resident physician is certainly inadequate. There should be at least one physician for the erysipelas cases alone. The other patients ought to have a physician for every forty patients. The place shows from the inspection that no attempt is made at nursing from the standpoint of a physician or a trained nurse. The death rate is said to

to be very high, especially among the children. Under the circumstances, it is not difficult to believe that that is the case. The only thing difficult to understand at all relates to the presence of so many patients here. There is another smallpox hospital on Forty-fourth street and Ogden avenue, which is said to be without patients. There are fifty or more tents in readiness to receive patients, but some way or other they all stop at Sacramento avenue. At the meeting of the Civic Federation, Dr. John B. Hamilton made the statement that the death rate from smallpox cared for [in tents was at least ten per cent. less than under any other hospital method.

The disinfection of clothing, and the facilities for cleaning up patients and isolating them from other patients, preparatory to their discharge, does not seem to be provided for. Persons frequenting this neighborhood will frequently see individuals who do not seem to be wholly recovered from smallpox coming away. The child of Mrs. O'Day, for example, who lives at 154 Ewing street, was taken sick Friday, May 4th. An eruption appeared on Monday, the 7th. A health officer declared it to be a case of smallpox on Tuesday, the 8th. The child and mother went to the smallpox hospital on Wednesday, the 9th, and remained eleven days, when the mother and child returned to their home on Ewing street. On Wednesday, May 23d, this child was observed to be still scaling. A number of sores appeared upon the right leg, the back and breast. Both ears were discharging, and the child had a considerable cough. There were four other children in the rooms, and three adults.

The Twenty-sixth street pest house is not fit to place any patient in at all, as this description shows. While the epidemic lasts, it might be necessary to continue its use, but under no circumstances should more than eighty patients be allowed there at any one time. The number of resident physicians and nurses should be increased even for that number. During hot weather, the frame addition ought to be opened and canvas awnings placed over large doorways to be let down to the floor if necessary at night.

BAYARD HOLMES,  
Chairman.

The committee also, upon representations from the secretary of the Bakers' Union of Illinois, caused an investigation of the bakeries of the city with regard to their sanitary condition as affecting their employees, as well as the consumers of their products. The publication of the results of this investigation in the public press, added to the representations of the committee to the City Health Department caused improvements to be made in many of the city bakeries, but the full benefits of this particular work can only be assured by its faithful and fearless continuance year after year.

#### THE REPORT ON BAKERIES.

Following is the report of Mrs. A. Emmagene Paul, on Bakeries:

DR. BAYARD HOLMES, CHAIRMAN PUBLIC HEALTH COMMITTEE:

On November 26th, the Secretary of the Baker's Union of the State of Illinois called at the office of the Civic Federation to interest them in behalf of the bakers of the city of Chicago.

He claimed that the ordinances of the city or the laws of the state had no control over the sanitary condition of the bakeries, and they felt it necessary to have something done in their behalf. Appreciating that an organization of the strength of the Civic Federation, whose main object is to improve the city in every way, would have more influence than any trade union, and that their claims were just they would take up their case. The points that we wished to cover especially were:

First—That the bakeries should be taken out of basements.

Second—That they should have good light and ventilation.

Third—That the plumbing should be correct, and the water closets be removed at a distance from the bakery proper.

Fourth—That the workmen should have a place provided to put their clothes removed on coming to the bakery, instead of hanging them among utensils and moulding boards, and,

Fifth—That the work should be done in the day time.

The matter was placed in my hands as Sanitary Inspector of the Civic Federation, as has been the custom of this organization in all the sanitary work given me. I went at once to the head of the department directly interested at the city hall, and talked the matter over with the Commissioner of Health, Dr. Reynolds. He said that there was an ordinance requiring the bakeries to whiten their walls twice a year, and to keep their place in good sanitary condition; that his department was expected to make an inspection twice a year, once in six months, but with his limited help it had been an absolute impossibility, as his entire force were worked to the extent of their ability in looking up special complaints, and inspecting new buildings, of which there were many in course of erection in the last year, but just now he might be able to spare part of his force a part of each day to make this special inspection; he would gladly accept my assistance and co-operate with the Civic Federation. Two or three days' delay was necessitated to get a list of the bakeries, as they were not licensed, and the only method was by getting names and addresses from Mr. Greenhut, the clerk, whose special department it is to look after women and children employed throughout the city, and as many of these are found in bakeries, he could compile the list. The morning of December 1st, the health department furnished eight men to look into these special conditions, and also the ingredients used, weights, etc. He most courteously tendered me the services of a practical plumber, remarking that while I had the authority to demand entrance and give notices of violations, I might find it a little better for my safety to have this man accompany me. At the time I considered this a joke, but before my tour of inspection was over I realized the department understood these places better than I. While not a timid woman at all, I was very glad that I had the man, and that he carried a good, stocky cane, for some of the dens that we entered were reached by dark and tortuous passages. I followed a list given the Civic Federation by the Baker's Union, and the first day I took the downtown bakeries. I went as an inspector from the Health Department, and followed their regular order of business, which is first, to inspect a place and suggest improvements when needed to the party in charge, and upon return to the Health Department office to fill out a blank, notifying these parties over the signature of the Commissioner of Health that this work must be done in five days. At the expiration of five days the inspector goes again; if they are making no effort to improve, another suggestion to the

manager, and another notice of five days is sent from the office. At the expiration of that five days, a third visit is made; when if no attempt has been made to change conditions, they are summoned into court, and can be fined from fifteen to one hundred dollars. If they are at work, another five days elapse, and if on that visit they have not finished the work, they are sued.

The first day I took downtown bakeries, which I found cleanly as the average kitchen, materials used were good, the work people neat in appearance, and the only suggestions to be made would be that a coat of whitening would freshen up the basements, which, as a rule, are high, well lighted, or possibly the plumbing a little out of order, which suggestions the proprietors were ready to comply with, excepting one case, where the gentleman wishes the city of Chicago and the Civic Federation, of which he claimed to be a member, to let his private business alone, as he was competent to attend to it himself, but, after a little persuasion, and the benefits to himself enlarged upon, by giving him more light, etc., he agreed to comply with the order. I went back to the office, convinced that their troubles were largely imaginary, but the next day I went a little farther out, and took the bakeries along South Clark street, south of Harrison street.

The first place we went into was 401 South Clark street. The salesroom on the ground floor was scrubbed to perfection, the show-cases were filled with cakes, covered with icing, and decorated in pink and blue, the bread on the shelves looked like any other bread, and the pies had the same little floral decorations cut in the crust that is seen in every bakery. A slovenly looking woman came quite smiling to await upon us. When we informed her we were from the Health Department, and that we would like to go into her bakery, her smile changed to a sullen frown, and she pointed in a very indefinite manner to the darkest corner in an adjoining inside room. It was impossible to see the stairway, but fortunately my plumber companion had provided himself with a small bit of candle. When he lighted it we found a dark stairway which led directly into the bakery, that was so dark that we could not distinguish a ray of light, even to guide us to the stairway. Upon getting into the bakery I readily understood why the woman was loath to show us the way, and I was glad that enough of my sex was found in her makeup that she had that one grain of pride. The place was filthy in the extreme, the bread troughs, moulding boards, cake bowls, all the utensils had the accumulation of dirt and dough and dough and dirt for years. Rancid fat was in old battered tin fruit cans, musty addled eggs added to the other horrible odors, and a dirty baker, without apron or jacket, was lounging on the moulding board, eating a lunch of liver sausage and rye bread, his coat and vest and shoes were hanging on a pole directly over his head; the walls were so covered with filth and vermin that he thought them safer there exposed only to flour dust. The only light, or possibility of any, from out of doors, was from two small, two-light windows, that opened directly from under the sidewalk. The air was stifling, having been used again and again, as there was no ventilation of any kind. The only hole in the wall was this stairway we came down. A frowsily-headed boy was mixing cake with his hands, in which he was putting just a dash of worm-eaten currants. I felt that just here I had found the worst place that could possibly exist—the embodiment of the Baker's Union complaint. When we came upstairs we told the lady, who proved to be the proprietor's wife, that the place must be thoroughly renovated, the old rubbish all removed, and the utensils put in order. This order she received as sul-

Only as she had directed us, and tried to convince us by argument that her place was as clean as any bake shop. The next place opposite and a little further down the street we found the proprietor kept a pawn-shop upstairs, cheap lodging-houses in the front end of the basement full of men at 11 o'clock in the morning, sleeping and lounging about, and the bakery in the rear of this, shut-off from every ray of sunlight by the partition. Men were expected to work here part of the night by the light of one little gas jet. This place I was positive reached the climax, but when we found the bakery in the rear of a low basement, which was reached by passing through a kitchen of a cheap restaurant, connected with the bakery, on the table in the kitchen was the viands to be served upstairs. All the materials of the poorest kind, the vegetables half decayed, meat thrown on a block right beside the range was of the lowest order. Between this kitchen and the bakery was a dark inside store-room, filled with all kinds of rubbish, and hinted strongly of deceased rats. I will make no effort to describe the bakery; it did credit to the rest of the establishment. Everything was wrong in this place from first to last, and when we told this man that he would be required to give it a thorough cleaning, and improve his place in every respect in five days, he smiled as though it was amusing. After the fifth day we went to see if he had obeyed the order, found he had done nothing, and then we informed him he would be served with a second notice; he smiled defiantly and gave us a hint that he had a pull, and he should pay no attention. We very positively and decidedly in as polite a manner as the circumstances would admit, gave him to understand that the only pull he would have would be into a justice court, and unless his place was far advanced by way of improvement by the next and last visit, and that the pull should speedily assist him. On the third visit we found the place improved beyond any criticism, whereupon we complimented the party, and mixed the compliments with a good deal of sound advice. It is most exasperating to have a man who is responsible for such a disease-breeding den endangering the lives with everyone who comes in contact with the place, and death to those poor wretches who must work there, try to make light of it and avoid remedying when his attention is called to it, and when he undertook to drag politics in, that finished it.

In this locality the bakeries are nearly all connected with lodging-houses or restaurants, and are on the same order, a menace to health and decency. After that day's work, I was thoroughly convinced that the bakers were right, for no man could work in any place we found that day and preserve his self-respect, to say nothing of his health. I felt like going into this work with my whole heart and soul, for if the Civic Federation never accomplished another thing but the cleaning up of such places as I had seen, and have reason to believe are many more of such, and to be instrumental in improving the conditions for the bread winner, as well as bread makers obliged to work in them, it would be untold benefit to these helpless men, and a credit to the organization.

The next day we started on the West side, taking in South Desplaines, West Twelfth and Maxwell streets. Out of the ten or twelve places, only one was fit for a human being to spend an hour in. All except two of these establishments were kept by Russian Jews, and it was difficult to make them understand what we meant by ventilation or cleanliness. I question whether they find words in their own language to express it. These people were duly notified that they must put their places in order, and generally have complied. In two instances where they

failed, suits have begun. In one place we found the condition fearful. The walls had not been cleaned for years, the catch-basin was open within thirteen feet of the oven and bread troughs, the windows were thick with smoke and dirt; in front of the moulding boards was a bank of ashes from under the oven for the workmen to stand up out of the wet when the sewer backed up, as it frequently did, and the whole place was rank with the odor of rancid fat, in which dough-nuts had been fried, so the woman in charge informed us.

On the North side we found a better condition among the bakeries. As a rule the basements were high, light, and well ventilated, more on the order of the down town bakeries, and so day by day our work has progressed. At the expiration of the first five days' notice, we have visited them, and found some of the worst places thoroughly put in order. I found each portion of the city had its own peculiarities in its bakeries, as in everything else, and the most deplorable part of it is, that these wretchedly filthy bakeries are patronized by the class of people whose sanitary conditions in their own homes are of the same order, or their goods are sent out through the city in nice brightly painted wagons and sold to grocers, or at the little confectioner's in the resident localities, where careful housewives will trade, because the little store is neat, neither the seller or consumer dreaming such filth exists as in the very place this bread was made. Chemists claim the temperature bread is subjected to in baking, kills all disease germs, but it would be hard to convince one that has been in these bakeries that there would not be a great deal that is unhealthy and unwholesome attach itself in transit from the oven to the consumer. And the injury to the men dependent on these places for work to earn bread for their own families cannot be estimated.

There are five hundred and fifty bakeries in Chicago. I have visited fifty-five of these in all parts of the city, all of them twice, and some three times. I wish to get the average condition, and see the improvement. Only five were right at the outset, twelve needed whitening, fifteen needed whitening and floors cleaned, and four the plumbing defective, and nineteen were filthy. Bakeries are like eggs, good or bad. They are clean or dirty. Out of this fifty-five, forty-seven are in good order, or fast approaching it, as the result of our visits, as for the benefit to the bakers by this inspection an ordinance has been prepared, as an amendment only to weights, etc., for the benefit of the consumer, this will be embodied in the amendment: "The bakeries shall be licensed, the license fee \$5 per year; that no license shall be issued to carry on business of a baker until sanitary survey of the premises has been made by the department of health, and in such cases must comply in every respect with the ordinances of the city of Chicago pertaining to the department of health; that the license may be revoked at any time upon failure to comply with all rules and ordinances pertaining to the department of health as affecting such bakeries. The penalty for filthy condition of such premises be the revocation of such license. This is at the discretion of the Commissioner of Health."

This was to have been presented last Monday night, but a press of more important business delayed it. It is hoped it will go through next Monday night. This licensing the bakeries will give the department of health a full list of them, and they will be compelled to give them an inspection every year, as the baker must present a certificate of inspection before he can get a license. Again, if a complaint comes the inspection can be made at any time, and if not remedied in three or five days, the license at once taken up and their place closed, when now

they can run for about three weeks before anything can be done, then possibly only a light fine. The ordinance of the health department already provide for all the Baker's Union, except the removal of the bakeries from basements, and doing the work by day. It was deemed inexpedient to ask these, or we might fail to get anything; so many basements have been constructed purposely for this business where no fault could possibly be found, except that in very wet season the sewers might be at fault, and the floor be damp for a few days. Under the control of the health department, this can be avoided by requiring a floor of grate or some such device, and until our American people are educated to eat something besides hot rolls for breakfast, we must have night work in the bakeries. The health department is handicapped like other departments in the municipal government. It is limited in its number of its employes. There are thirty-four inspectors, seventeen plumbers, and seventeen on general complaints. It has been impossible for these men to accomplish anything outside of their regular complaint work this last year. The department is not allowed to select these men, for efficiency or fitness for the position, but must take them as they are recommended by their political friends, and some of them when sent to a genteel residence to make a sanitary inspection, are not conversant with the first principles of gentlemanly bearing, and can scarcely make themselves understood in our language. These men should be intelligent gentlemen, with ideas of sanitary requirements from a scientific standpoint. Then again, the Commissioner of Health labored at a great disadvantage in not having his own attorney for the frequent cases of prosecutions. If such an office could be connected with this department, the lawyer would be familiar with the methods and the cases for prosecutions, and would always be at the service of the department. As it is now all prosecution must come through the prosecuting attorney's office. Sometimes they have an attorney, sometimes another, who are thoroughly unfamiliar with the cases, know nothing of the particulars at all until they get into court, and many times they fail to put in an appearance at all—an instance of which came under my own observation. I received a communication from Dr. Gehrman, the superintendent of the milk inspection of the health department, requesting me to be present at Justice Bradwell's court, as there was to be a number of cases of the violators of the milk ordinances on trial. I went at the hour set, 2 o'clock; four or five cases were disposed of, and at 2.30 a call was made, "City of Chicago vs. defendant named." Six cases were called in this manner, and no one appeared to prosecute, consequently they were dismissed. As I considered this matter, this was my conclusion. An inspector had been employed to trace out these violators, a chemist, an expensive employe, to make the analysis; the court in each case cost \$4. This money was absolutely thrown away, to say nothing of the violators being emboldened by this neglect to prosecute, all because no attorney appeared for the city. This was no fault of the health department, for they had done everything in their power to bring the suits to trial, but, not having an attorney at their own command, were depending upon the prosecuting attorney's office. In some cases, the citizens themselves retard the good work of this department, as, for instance, when a notice is served upon a party to put a building in good order, he appeals to some friend who is a politician. This friend comes to the department, requests that the order be rescinded. If the clerk, whose special duty it is to look after this, feels the violation too rank and cannot be overlooked, and rather insists upon its fulfillment, the friend changes his request to a threat, and the clerk who

would be honest in his duty understands only too well that the enforcement will be expensive to him, yields to the force of the politician, and a rank violation is allowed to pass unnoticed. This encourages others in the same position, innocent parties are the sufferers. This pull of the politicians and unreasonable requests of citizens who use their social acquaintance in the city hall should be denounced strongly, and public sentiment directed against it, for it places these officials in most embarrassing situations whether they comply or not. The department of health in all its branches should be absolutely divorced from politics. Inspectors should be selected and appointed according to their merit. Their duties are of too much importance to be trusted in the hands of careless and incompetent people.

I beg to make these suggestions, as I firmly believe the assistance of the Civic Federation in advice and upholding the department in its various branches, some change of importance will be fully to the advantage of the entire city.

A. EMMOGENE PAUL.

Equally energetic and successful efforts toward the promotion of the public health were made by this Sub-Committee's examination into the quality of the city's milk supply. Cordial coöperation was given by the City Health Department, and facts of the utmost importance to the people were made known. The condition of the host of dairies, both inside and outside the city, was made known, and the various devices for adulteration as well as the manner of supply, affecting the quality of the milk furnished Chicago were considered and reported upon. The necessary action advised by the committee was taken by the city authorities. This branch of work is of course a field of permanent effort.

#### ON THE MILK SUPPLY.

Following is the report of the Sub-Committee on Milk Supply:

The first efforts of this committee were directed toward securing all the information possible regarding the sources of the milk supply of Chicago, the methods employed at the source to secure and preserve the supply pure, the methods of transportation to the city and the methods of distribution after it arrives here.

In this work the most cordial coöperation was received from the city health department. This department is working intelligently toward securing a pure supply of milk for the city, but it is hampered by an insufficient force, and by the fact that it has no control of the source of supply, that being outside of the city, where city ordinances have no force. It can only enforce the ordinances after the milk has been brought to the city. And as many of the causes operating to affect injuriously the milk supply operate in the management of dairies and in the transportation of the milk to the city, these are all beyond its control.

Your committee finds that the daily supply of milk for the city is upwards of half a million quarts. This is all brought to the city either in eight-gallon cans or in sealed glass jars. When transported in the latter form it escapes all or most of influences that militate against its quality, except those incidental to

the management of the dairies, and as to these it was found that more care was used than in the dairies supplying that sent in cans. Milk furnished in this way costs the consumers a cent a quart more than milk supplied in the usual way, though the greater part of this added cost is the greater expense of transportation.

A personal investigation was made of the methods employed at the dairies. These were found to be far from ideal methods, and were such as an efficient system of state inspection would greatly improve. After the milk is brought to the railway stations it is shipped in cars unprovided with ice, and in winter there is a stove in the middle of each car to keep the milk from freezing. It arrives in the city about 10 o'clock in the morning and is delivered to the milk dealers, who take it to their own depots, from whence it is distributed. At the milk depots ice is usually used. It will thus be seen that little or none of the milk supply gets to the consumer before it is twelve hours old, and even that is mixed with milk that is twenty-four to thirty-six hours old. This is true of the milk distributed to the best portions of the city. That distributed in the poorer portions is all the way from forty-eight to seventy-two hours' old. The chemical and bacteriological changes to which it is liable in this time and under these conditions can readily account for a large part of the infant mortality in the poorer sections of the city.

In short, the whole milk supply of the city comes without a proper inspection of the conditions under which it is produced, transported, or distributed. There is no inspection of the water supply at the dairies, or of the sanitary condition under which those who handle it live, or of their state of health.

For these reasons the committee sought to do what it could to coöperate with the state board of health in securing the passage by the present legislature of a bill providing for effective state inspection. These efforts have, however, not been availing.

Whatever commerce may do for the improvement of the milk supply of the more well-to-do classes, the poorer districts will be furnished with inferior milk, simply because the people are not able to pay the price for the better grades. To meet the impossibility of securing the best milk, this committee has devoted some attention to securing a supply and encouraging the use of sterilized milk. Arrangements have about been made with a firm of milk dealers who will put up a plant for sterilizing milk by which they agree to furnish, through philanthropic agencies, sterilized milk at one cent a bottle of eight ounces, for the poor, charging what it is worth to the general public. Sterilized milk cannot be furnished commercially at that price. The use of sterilized milk will undoubtedly obviate the danger that lurks in unsterilized milk which has not been produced and handled in the best manner.

It is only just to say that many of the milk dealers of the city are alive to the importance of the best methods of handling milk and gave us great assistance in our investigations.

The work so far done by this committee is only preliminary. We shall continue our investigation, aiming to secure better protection for this important part of our food supply, and to educate the public to a proper realization of its importance.

ROSA ENGLEMAN, M.D., Chairman.

## AS TO SIDEWALKS.

The city sidewalks afford a perennial subject of complaint, dispute and litigation. The report of a special committee of this department upon the rights of City Corporations vs. Tenants of floors and basements of buildings having vaults extending under the sidewalks is here given, its condensed information as well as its conclusions being of unusual public interest.

CHICAGO, FEBRUARY 16, 1895.

TO THE MUNICIPAL COMMITTEE OF THE CIVIC FEDERATION.

*Ladies and Gentlemen:*—Your committee to whom was referred a communication from Albert Durkee, urging that tenants of the floors and basements of buildings having vaults extending under the sidewalks should be compelled to keep the sidewalks over such vaults free from snow, dirt or other accumulations, report as follows:

In the case of Gridley vs. The City of Bloomington, Ill., Reports, Vol. 88, p. 554, Jan., 1878, the Supreme Court says:

"The sidewalk in a city or village being as much a highway, free to the use of all, as the streets, a citizen or lot owner cannot be laid under obligation to keep it free from obstructions by snow in front of his property at his own expense, either by the exercise of the police power or by fines and penalties imposed by ordinance or by direct legislation."

(2) "An ordinance of a city requiring the occupants of premises and the owners of vacant lots to remove at their expense the snow from the sidewalk or footway adjacent to their premises within six hours after it ceases falling, or, if it ceases in the night time, within six hours after sunrise, under a penalty of \$5, cannot be enforced."

Mr. Justice Scott:—"The sidewalk is a part of the street, set apart for the exclusive use of persons traveling on foot, and is as much under the control of the Municipal Government as the street itself. The owner of the adjacent lot is under no more obligation to keep the sidewalk free from obstruction than he is the street in front of his premises."

This doctrine is re-affirmed by the court in two cases: City of Chicago vs. O'Brien, Vol. III, p. 532, and City of Chicago vs. Crosby, Vol. III, p. 538, both filed in September, 1884.

In Crane et al. vs. W. Chicago Park Coms., North-Eastern Reporter, Vol. 38, p. 943, Oct. 29, 1894, and in City of Chicago vs. Wm. Blair, 149 Ill., p. 310, March 31, 1894, the court rules that municipal authorities have no power to provide that the cost of maintenance and repair of an already improved streets, or that the cost of sprinkling a street shall be paid by special assessment.

It seems clear then that the city cannot compel abutting owners to remove snow from their sidewalks, either under the ordinary police powers nor under their powers of special taxation.

Can owners or occupants of lots who have built and maintained vaults under the sidewalks in front of their lots be compelled to keep their sidewalks free from snow, ice and dirt as a part of the consideration for the use of public property for private purposes?

ARTICLE 2609. Revised Ordinances of 1890 provides that no person can be allowed to occupy or use for vaults, areas or other purposes the space beneath the sidewalks included within the sidewalk lines of any street in said city, unless a permit therefor shall first have been obtained from the Commissioner of Public Works of said city; such permits to continue and to be issued only upon the condition that the party receiving the same, shall, as a compensation for the privileges granted by said permit, build, maintain and keep in repair a sidewalk over such space intended to be used for vaults, areas or other purposes; such sidewalks to be of the material and constructed in the manner particularly specified in such permit.

ART. 2610 Provides that the permit may be revoked by the Commissioner upon the failure to construct, maintain or repair such sidewalk in accordance with any order that may be issued from time to time by said Commissioner or City Council.

ART. 2611 Provides that the fee for every such permit shall be \$5.00.

ART. 2614 Provides that the owner or tenant or the abutting estate shall be held responsible to the city for all damages to persons or property in consequence of any defect in the construction of such vault or coal hole, or allowing it to remain out of repair, and that such owner and tenant shall be required to keep the said vault or coal hole, its walls and coverings in good order at all times.

All the above citations are found in the Revised Ordinances of 1881, and were in force before that year.

Notwithstanding that these Ordinances require the issuance of a permit before occupying this space, your committee are informed at the office of the Department of Public Works, that since 1879, and probably before that time, no permits have been issued for the construction and occupation of vaults under sidewalks, but it has been tacitly assured as a conceded right of all owners to build and use such vault in front of their property. In the absence of permits it is probable that the articles above quoted are in themselves such public notices as would fix the condition in which vault spaces are held, and on this point the decision of the Supreme Court of Illinois is of interest, in the case of Gridley vs. The City of Bloomington, Vol. 68 Ill., p. 47, June, 1873.

"Where the corporate authorities of a city have knowledge of the fact that a lot owner is constructing a vault under a sidewalk for his own convenience, and make no objections, authority to construct the same may be refused; and when the same is constructed for many years without objection, the acquiescence on the part of the city will be regarded as sufficient authority to construct and maintain it in a careful and prudent manner."

Justice Scholfield says:—"Although no license from the city to make the vault is shown, on the other hand no objection by the city is shown, either to the making of the vault, the mode of its construction, or the state of repair in which it has been kept, and situated as it is under the sidewalk of a public street, and for so great a length of time we cannot presume that those having charge of the streets under the authority of the city were ignorant of its existence, or of the respective rights and duties of the city and the owner of the property in relation to it. We regard this acquiescence as a sufficient recognition by the city of authority to construct and maintain a vault in a prudent and careful manner."

This doctrine is affirmed in Nelson vs. Godfred, Dec., 1850, Caton Judge—12th Ill., p. 20, and in Dillon in Municipal Corporation, Sec. 554.

In S. Gregston vs. The City of Chicago, filed June 19, 1893, 145 Ill., p. 451, the court held. (1) "It is the general doctrine that municipalities under the power of exclusive control of their streets may allow any use of them consistent with the public objects for which they may be held."

(2) "A city under special legislative authority as well as its general powers may grant permits for and regulate the building of vaults under the streets, alleys and sidewalks and require such compensation for the privileges as it may deem reasonable and just, when such permits relate solely to such use of the alleys, etc., as is in no wise inconsistent with their use by the public; and such permits when excepted and acted upon by the holder by making costly improvements required will constitute a contract between the city and such holder at the mere will of the city."

"A city granting a permit to one to make a vault under an alley took from the licensee, or party, a bond in and by which the city reserved the right to revoke the permit and reenter, whenever the public interest should require it; \* \* \* Held that unless the public interest required the abandonment of the vault and the resumption of the alley by the city, or the holder of the permit fail to perform his covenants, the city could not revoke such permit for the benefit and private use of some other individual."

In view of the various decisions it seems hardly likely that the city has the right to recover for public use the spaces under sidewalks, except for the most pressing necessities; and the doing so would make a great hardship upon owner and occupants of such vault, who have made costly improvement upon the implied promise that they shall not be disturbed.

The sidewalk spaces would be of immense value to the city either for places for gas, water and sewer pipes and electric wires, or for the revenue to be derived from them.

We recommend that the Civic Federation urge upon the city authorities that in future no person shall be allowed to build or occupy a vault under the sidewalk until a permit shall have been duly issued as required by the ordinances, and only upon the condition of the payment of a proper ground rent, the construction and maintainance of suitable walls and coverings and the keeping of the sidewalk over it free from snow, ice, mud and all obstructions. And that all necessary measures be taken to bring under the control of and contract with the city all such spaces as are now occupied under the sidewalk without permit whenever it may be lawfully done.

Respectfully submitted,

Signed:

SAMUEL S. GREELY, Chairman.  
WILLIAM J. ONAHAN.

#### SUB-COMMITTEE ON GAS, ETC.

Following is the report of the Sub-Committee on Gas, Electric Light and Telephones :

The above committee has confined itself in the following report to the Ogden gas ordinance, because the principles underlying that apply equally to the Cosmopolitan electric ordinance, and because the committee has more opportunity for studying the gas question than that of electric light and telephones. It should, however, be remarked with regard to electric light that the people of Chicago

have a very good city plant which furnishes light for the streets in the heart of the city, and which is prepared, according to the statement of Chief Barrett, made to a member of the committee some time ago, to almost cut in two the charge to private consumers if allowed to sell electric light to them. As long as the streets in the heart of the city are wired in underground conduits for the purpose, there seems no call for another private company;—rather let the city plant be extended if the people are dissatisfied with the charges for commercial light by the private company.

1. In the first place it may be said that the present gas companies of Chicago deserve little sympathy from the public, rather they merit a far more careful and honest scrutiny of their legal and economical status and of the rights of the people with regard to them than our public officials have thus far deigned to give. From the best information obtainable, which we believe to be accurate, the cost to the company of putting gas in the burner is not over 30 cents a thousand feet, aside from the return on capital. For the latter, 20 cents would be as much as corresponding risk secures in private competitive business, if the capitalization were based on the cost of duplication; or in the original cost, less depreciation. But the citizens of Chicago pay \$1.10 per thousand feet in most parts of the city for this fifty, or at the most sixty, cent gas. Or, to put it in another way, the companies are earning over twenty-two per cent on the present value of the plant, which does not exceed \$15,000,000. The companies that until recently constituted the so-called gas trust, and which are still virtually in combination, earn approximately six per cent on a capital of about \$55,000,000. If they were content with seven per cent return on the cash actually invested, or five per cent on half the capital in bonds and nine per cent on the other half in stock, your committee believes that the citizens of Chicago would be saved about \$2,250,000 a year, or over one-fourth the entire tax levy, aside from that required for schools. At the same time, it is believed that with an honest and efficient city council, and other public officials, the grievance of the citizens can be far more effectually redressed in other ways than by granting any such franchises as were passed Monday night.

A very competent accountant of excellent reputation tells us that not long ago he had good reason to believe that the city was being illegally defrauded out of part of the taxes due it by some of our gas companies. The contract between the gas trust and the city allows the city to examine the books of the trust to see if it pays the proper taxes and bonus. Our informant went to the city administration and offered to become the city's accountant in making such examination for five per cent of what he might save the city, but was refused, and believes that no examination of the books of the gas trust according to the above agreement has ever been made.

We also note that affidavits were made in the quo warranto proceedings of February, 1894, and never contradicted that some of the companies, commonly known as the trust, were paying in 1892 for their oil 3 3-16 cents a gallon, though the managers of small gas companies near the city were able to purchase at 2 cents, a difference of 5 cents a thousand feet of gas. Whether this was done in order to deceive investigators as to the cost, or because some directors may be on both sides of contracts, or for some other purposes, we do not profess to know. The committee are also informed and believe that in many large sections of the city the candle power is too low and the pressure is made greater than necessary

in order to increase the consumption of gas and the bills, without any increase of light.

The Ogden gas ordinance provides for only ninety cent gas; the other provisions are, on the whole, not superior to those of existing ordinances, but the present companies are under contract to reduce the price to one dollar Jan. 1, 1897, or as soon as a new company could be started, and one or more companies on the South Side are now charging one dollar for illuminating gas and 72 cents for the same gas when used as fuel. A possible saving of 10 cents is not sufficient to justify the tearing up of the streets or the increase of the legal difficulties which the new franchise of the broad character of the Ogden would present to future thorough-going action by an honest city council. The Ogden ordinance runs for fifty years, altogether too long a period; twenty years is ample for any municipal franchise, except for an elevated road. We should not bind a future generation where it can be helped. While it is provided in the Ogden ordinance that the city shall have the right to purchase at an appraised valuation at the end of fifty years, there is no specification, as there ought to be, restricting this appraisal to the cost of duplicating the physical plant.

The gravest suspicion is cast upon the motives of the city council in this ordinance by the fact that it displaced a far better ordinance for the City and County Gas Company, which Mr. Henry C. Rew has had before the council for nearly two years, and which not only provided for gas at 80 cents a thousand feet after the second year, but was accompanied by written guarantees by officers of the company that they would allow the city one-third of the stock and other very important privileges. Even Cleveland, Ohio, gets her gas for 80 cents and a bonus to the city of 5 cents on each thousand feet. Admitting that Chicago is paying much too high a price for gas, and is otherwise suffering at the hands of the trust, what can be done about it? One remedy proposed and very popular just now is to charter new companies as fast as they appear and are ready to pay, not the city but the aldermen, for the same. This is no remedy at all. Any tyro in municipal history knows better. It is utterly discredited in every city that has made a thorough trial of it, and for the following reasons in brief:

1. It is not possible for a company to put gas in the burner as cheaply when it has to divide with any two companies the patronage of the same street, the three companies selling no more gas than would one, and having nearly three times the amount of street mains, office force and central manufacturing plant that would be required by one company doing the business of the three. The cost of gas per thousand feet is necessarily enhanced, and no responsible new company is able to make as low a bid for a franchise as if it were sure of being undisturbed by new rivals at any time.

2. All municipal history shows that the profit in consolidation and the ease of affecting it are so great in the gas business that open or secret consolidation or division of territory and agreement not to compete are inevitable. After this the community is charged enough to pay returns on a useless but actual investment of capital in parallel street mains and other unneeded plant, to say nothing of profit on watered stock.

3. Another great danger of recklessly chartering new companies is illustrated in Chicago. Competent lawyers of the highest character hold that the present gas companies of this city practically acting as one company have violated their charters and the laws of the state in a way to render possible some

redress for the people, if we had an aroused public opinion and a strong, honest government ready to push the matter before the courts, but if such an ordinance as the Ogden can be upheld how easy it will be for the present gas companies to buy up this new franchise and unite under that for fifty years, selling gas at 90 cents, that now should be sold for 50 to 60 cents, and ere long may be manufactured still cheaper.

4. There is further objection to new companies because of their tearing up the streets, thus injuring their use and endangering the health of the city, as such excavation on a large scale always does. Only very great compensating benefits justify it. But if the frequent and reckless chartering of new companies for an outrageously long time, with no adequate provision for soon and permanently giving the city what is promised cannot be relied on, what remains?

One thing to do is to secure the best legal talent to examine into the quo warranto proceedings instituted by Attorney General Moloney in February, 1894, with the view of determining the wisdom of any further action along that line, and to inquire into the general legal status of the gas companies of Chicago, in order to determine the rights and powers of the city. It is the opinion of some good lawyers, whom we have consulted, that the city has the right, or can obtain it from the Legislature, to force the existing companies to reduce their charges to what the courts may consider a reasonable charge, in view of the cheapness of manufacturing and the present low cost of duplicating the plant in comparison with the inflated capitalization.

Your committee are fully agreed that no further franchises in our streets should be granted that do not provide, among other things, for city ownership of the entire plant located in the streets at the end of thirty years for elevated railroads, twenty years for surface street car line, telephones and gas works, and not more than ten years for electric, steam or water power, or electric light plants, and railroad switch tracks for private use.

Neither should any franchise ordinance be introduced in the council without first being approved by the heads of several city departments, or become a valid ordinance unless signed by the mayor, no matter what might be the majority against him in the council. In short, your committee approves of all those restrictions about the granting of city franchises in Chicago that are embodied in the proposed city charter introduced at Springfield by the Civic Federation.

But it would be very unwise to stop with merely preventing the reckless granting of new franchises. We must make every effort to recover the rights already bartered away, and secure again for our people a real ownership and complete control of their streets and all permanent plants of a quasi-public nature beneath or on them, to be thenceforth released for short periods to the best bidder or directly operated, as the people may from time to time prefer.

EDWARD W. BEMIS,  
SIDNEY C. EASTMAN,  
LEON HORNSTEIN,  
G. FRED RUSH,  
WALTER S. HOLDEN,  
Sub-Committee.

## OTHER MEASURES.

Below are given the leading features of the bills recommended to the Legislature by the Civic Federation of Chicago, results of the labors of the Committee on Legislation formed by representatives of the Civic Federation and the various clubs of the city.

## PRIMARY ELECTION LAW.

The main feature of the proposed bill is the bringing of the primary elections under the control of Law. The Crawford bill leaves it optional with the parties to avail themselves of its provisions, and the result is that in most municipalities the law is not followed.

It is believed that it is impossible to have a system of satisfactory primaries until they are conducted officially by the municipality in which they are held—therefore, this law provides that no primaries shall be hereafter held in any municipality, which has adopted the city election law except in the manner prescribed by the Act.

The management of the details of the election, such as the selection and equipment of the polling place, the appointment of the judges and clerks and the printing of the official primary ballots are by this act intrusted to the Board of Election Commissioners.

Provision is made for holding the primaries of the several parties on the same day and at the same place if the parties can be induced to adopt this system. The ballots to be voted are separate ballots and of a different color for each party, but to be deposited in the same box.

The Crawford act, while providing for the choice of the nominees by the direct vote of the party electors, provides no machinery for the counting of votes in any division or district larger than the primary precinct. An important feature of the new bill is a provision whereby the party electors may choose the nominee by their direct vote, and not through the medium of a convention of delegates. This necessitated three important changes in the law, as it previously existed. The first is a provision whereby candidates can get their names upon the official primary ballot, and this is done by the filing of a petition with a chairman of the highest political organization of the party holding the primary, wherein the petitioner is allowed to explain in not more than eight words his views on any political question of present importance or his preference for any measure or policy, and this is ultimately transferred to the ticket. The petition must be signed by at least ten registered voters.

Again, inasmuch as when the method of direct nomination is employed there is no convention to correct mistakes, it became absolutely necessary that only those should participate in the choice of the candidates who were unquestionably members of the party holding the primary.

Therefore, the law provides that at the time of registration, preliminary to the general election, the voter shall be asked: "With what party do you desire to affiliate?" and the answer is recorded on the registry books. If a voter be registered, and shall decline to give his party affiliations, he is not allowed to vote

at any primary, but his refusal to state his party affiliations do not, of course, interfere with his right to vote at the election. This step seemed to be necessary to safeguard the control of primaries against invasion by voters and floaters from other parties.

The law expressly disclaims any attempt to control party organization or party discipline. It is left to the parties to say whether they will choose their nominees through the medium of a convention, or by a direct vote of the electors. When the party desires to nominate its candidates by means of a convention, primary voters are required to possess the same qualifications as in the choice of nominees, but the apportionment of a delegate or delegates to each primary precinct, according to such precinct's right to representation in the convention, is retained in precisely the same manner as provided by the Crawford law, and each voter votes for all of the candidates of his precinct.

The hope of this law is to raise the standard of the primary so that it will be more nearly the expression of the will of the party. This can be done only by giving the party voter a voice in the selection of the party delegates, or in the choice of the party nominees. It is thought that by sending the whole flood of party energy and enthusiasm through the primary, and by confining the privilege of the primary franchise to the party electors, we shall wash out the obstacles to purity in municipal affairs, and that the channel will thereafter keep itself open.

Under the system that now prevails the inducement to the party voter to attend the primary is very slight. Unless he votes as the political managers desire he throws his vote away. If he votes as the managers desire he oftentimes has the discomforting sense of having assisted in the choice of incompetent men. It is believed that by the proposed primary law he will be able to procure the representation that he now lacks.

In addition to the primary election law some amendments to the general ballot law have been prepared to make the work harmonious, and one providing for an additional day for registration. Also, an addition to the general election law intended to check bribery of voters at the polls. Our present law punishes both the bribe-giver and the bribe-taker, and thus closes the mouths of both parties. The new provision lets the bribe-taker go, but punishes the briber. It enacts that a vote shall be worth \$300, and that the insignificant fellow who has sold his vote for \$2.50, or any sum less than the \$300 may, by an action at law, recover the balance, and the bribe giver is liable to imprisonment until this is paid. This will make rich men a little more cautious. They will not be likely to place themselves in the power of their dupes. The law has been declared constitutional in Indiana and the bribee has recovered under it, but it is remarked that a briber "has never recovered." It has taken him out of politics.

#### A CORRUPT PRACTICES ACT.

England made the first attempt to check the corrupt use of money at elections in 1854.

In 1883, the present "Corrupt Practices Act," draughted by Attorney General Sir Henry James was passed. This has reduced the expense of elections to about one-fourth of their former proportions.

The editor of the *Century* says: "It is true the English 'Act' is long, but it

is also true that it was so completely successful from the moment of its application to an election that it abolished corruption and bribery by a single blow."

Canada, in her revised statutes of 1886, has closely followed the English precedent and with similar results.

"Corrupt Practices Acts" have been passed in Colorado, Michigan, New York, Massachusetts, Kansas, Missouri and California.

The later enactments have been great improvements on the first attempts in the United States.

In these, the sums which may be expended by candidates on their election account are strictly limited and the most exact detailed statements of expenditures are required from both candidate and committees.

Similar bills are now pending before the Legislatures of Connecticut, Rhode Island, Wisconsin, Pennsylvania and other states, the tendency being toward greater details and severity.

The essential features of the bill draughted by our Legislative Committee are the following:

It limits the amount of money the candidate may expend and requires a strict sworn statement of all sums expended, either personally or through a committee.

Committees are also required to make sworn statements of all moneys received and expended.

The objects for which money may be expended for election purposes are defined—

The sums which may be spent by candidates themselves are limited to about 5 per cent. of their salaries for the term.

Candidates and committees are prohibited from paying naturalization expenses and wholesale naturalization is prohibited.

No alien, non-resident of the state, or corporation, may contribute money in an election.

Attempts to influence voters by treating or by promise of office, place or emoluments are prohibited.

Very stringent provisions are made for preventing the corruption of the franchise.

Following the precedent of the Missouri Statute the bill provides that the person receiving the second highest number of votes may contest and obtain the office if he can prove that his opponent receiving the highest number of votes has been guilty of any violation of substantial provisions of this act.

It is made the duty of the State's Attorney to institute proceedings for violation of the act and he is liable to a fine for failure. Any citizen may contest the right of a candidate to receive the office on account of violations of this act, and any citizen may employ associate counsel to act with the State's Attorney in prosecuting the violators of the act, and no such action may be dismissed without the knowledge and assent of such assistant counsel.

No person called to testify in any proceedings in the act shall be liable to civil or criminal prosecution for any matters or causes in respect to which his testimony shall relate, except for perjury committed in such testimony.

For any breach of a substantial provision of the act a candidate shall forfeit the office, and if the breach be one declared by the act to be a felony he shall also forfeit his right of suffrage and to hold any office for a term of years.

## REVENUE LAW.

Substantially all the evils in our revenue law grow out of the irregularities in the valuations made by the assessor, and these irregularities result from two faults in the law itself.

1. The standard of valuation fixed by law, namely, "fair cash value," is not and cannot be lived up to under our present conditions. And the Supreme Court has decided to the effect that the standard of valuation was equality, not "fair cash value."

2. The assessments being now made by the town assessors working independently are made upon different standards of percentages of value in the different towns, and so the taxes are not borne equally as between different divisions of the city. The measure for which we ask your support is intended to cure this evil, and procure an assessment upon the same basis of value throughout the city.

3. The law does not give either the time or the opportunity to property owners to have their assessments fairly adjusted and equalized. It gave in 1893 ten days exclusive of Sunday; in 1894 six days, and in 1895 it will give five days exclusive of Sundays. It is next to impossible to give more time for that purpose under our present plan of making assessments of all property, real and personal, each year, so much time is necessarily devoted to other steps in the levy and collection of taxes.

The bill has been drawn by the committee with the view of equalizing the assessment at a fixed percentage of a "cash value," say one-fifth, and placing the assessor under heavy bonds and penalties for a failure to carry out this provision. Upon a one-fifth valuation under the constitutional limits would give a taxation of about one and one-half per cent. on the full valuation of property. There can be no doubt that under an honest assessment of all the property in Chicago a tax of one per cent. would afford an ample revenue.

At present neither time, opportunity or power is given property owners to have their assessments corrected or equalized, nor can this be done so long as the law requires an entirely new assessment every year.

This difficulty has been overcome in many states by making an assessment of real property once in a number of years. For instance, in Minnesota every other year; in Ohio once in ten years; in other states once in five years.

The new measure provides that a new assessment of real property need not be made oftener than once in five years. In the intermediate years provision is made for a change in assessment required by improvements or change in the condition of the property. It provides that the office shall be open at all times during the year, and gives the utmost opportunity to owners of property to examine their own and others' assessments, and for the proper officers to hear complaints and make corrections. A county supervisor of assessments is provided for; an appeal from the assessor is allowed to the county board, and in addition to the power to make corrections in assessments the county supervisor is given directory power over the town assessors. While the measure does not cover all that the committee desired, in the way of reform, it was thought that this would be all that we could get this winter, and it should be followed by other legislation for the consolidation of towns and radical changes in the entire state system.

## CITY CHARTER.

The main objects aimed at in the proposed City Charter Bill are to provide for a separation of executive and legislative functions; to give to the administration more harmonious action and greater continuity; and to properly protect the interests of the public in the public property.

Its principal provisions cover these points:

First. The council selects its own president and stands independent of the mayor, who can not preside and has no vote in any event. The aldermen are to be elected on the minority representation plan, thirty-six from wards or districts and twelve on general ticket, one-half each year. They are to be paid a salary of \$2,500.00 each per annum.

Second. The mayor's term of office is lengthened to four (4) years and he is made ineligible as his own successor. He has a seat in the council, with the right of debate but no vote. He appoints the heads of departments without the consent of the council. In case of vacancy in the office of mayor the council does not fill it but the office devolves on the heads of the executive departments in a designated order of succession until the next municipal election.

Third. The administration is vested in five great Executive Departments, whose heads are appointed and are removable, by the mayor.

These are: Department of Accounts and Collections under the City Comptroller.

Department of Finance under the City Treasurer.

Department of Public Works under the Commissioner of Public Works.

Department of Law under the Corporation Counsel.

Department of Public Safety under the Commissioner of Public Safety. This department includes the Police, Fire and Health Departments and also sanitary and safety inspection.

Fourth. In all cases where special privileges, popularly called franchises, are granted if competition is possible advertisement must be made for proposals; the proposed ordinance must be adopted by the Board of Control composed of the Heads of Departments and contain the terms and conditions on which such grant can be made; and after passage by the city council, the mayor still retains an absolute veto of the ordinance.

All materials and structures in, over, upon or under the street must belong to the city upon being put in place and the grantee obtains the privilege of use during the limited period for which the license is given and which is thirty years in case of elevated railroads, twenty years for surface street car lines and ten years for heat or power plants, electric lights, private switch tracks, etc., for such rental as the ordinance provides and on which the cost of construction is to be credited.

The civil service reform bill and the special assessment bill are branches of the same subject and are not only closely related to this bill but are essential to its complete and efficient operation.

## SPECIAL ASSESSMENTS.

The bill regulating special assessments prepared by the Civic Federation and the Real Estate Board provides for a board of local improvements which originates all ordinances for local improvements. It fixes a day for hearing in each case and notices of same shall be served on owners and published ten days in daily

paper and posted near the contemplated improvement, stating the nature of the improvement and the estimated cost. It allows owners to appear and object. When the improvement is decided on the board prepares the ordinance and introduces it in the council. It is then referred to a committee and published.

Any court of record is given jurisdiction in these cases, and may direct special assessment committee to spread assessment. After fifteen days' notice to owners the case is up for confirmation. The court must demand evidence of diligent search for owner, and may on objection review, correct or set aside the assessment. In case of vacation of judgment by city it must pay costs and attorneys' fees.

The owners of majority may elect to take the contract at the price awarded. The board has supervision of the work. The excess of assessments is credited back before final payments instead of the old plan of rebates, which were only paid after long delays, if at all.

WILLIAM A. GILES,  
Chairman Legislative Committee.

Following are the resolutions relating to the Lake Front of Chicago, introduced by the Municipal Department, and adopted by the Civic Federation March 15, 1894:

WHEREAS, It has been decided by the courts that the title to the strip of land between Randolph street on the north, Park row on the south, Michigan avenue on the west, and Lake Michigan on the east, known as the "Lake Front of Chicago," is vested in the people of the city of Chicago, and state of Illinois, for use as a public park forever; therefore, be it

*Resolved*, By the Civic Federation of Chicago, that it is the duty of the city government :

1. To take immediate formal possession of its Lake Front property and dedicate it to the people as a public park.
2. To cause the removal or destruction of every building on said property, except the Art Institute.
3. To force the Illinois Central Railway to contract itself strictly within its lawful limits, depress its roadbed and the two hundred (200) feet right of way granted it, below the surface of the park, and build across said roadbed and grant bridges at such points as may be convenient and necessary to the people for their free and unobstructed passage from the west side of their park to what will be its most attractive feature, the lake front. Be it further

*Resolved*, That while the removal of obstructions and improvements above suggested are being carried out, the city should have such grounds as are now free in the park improved by the planting of trees, the cultivation of grass and flowers, and the making of paths for the people. Along the lake shore, especially, the park should be beautified, the piers and docks be made attractive, and in short, the entire grounds should be improved in accordance with the well-known taste and liberality displayed in the other parks of Chicago. Be it further

*Resolved*, That in order to give the ideas above expressed immediate practical value, a committee of nine of the Civic Federation be appointed by the President of the Civic Federation to prepare and present to the mayor and the city council a memorial setting forth the rights of the people of Chicago to a public park

on the site known as the "Lake Front," and suggesting a plan by which the city may at once take formal possession of said land, create a board of city park commissioners to take charge of it, arrange for the payment of the expenses of said park, place it under adequate police protection, improve it by all the arts and devices of landscape gardening, and secure to the most densely populated section of this city a free public park on the Lake Front forever.

Adopted March 15, 1894.

## POLITICAL DEPARTMENT.

### ELECTION FRAUDS.

Following is the report showing the report of the committee on Election Frauds:

#### GENTLEMEN OF THE COMMITTEE OF THE CIVIC FEDERATION ON ILLEGAL VOTING.

In response to your request for a summary of the results of the prosecution of persons charged with violation of election laws, we submit the following report:

The grand jury for December, 1894, returned indictments against upwards of fifty men for divers conspiracies to prevent duly qualified voters from freely exercising the right of suffrage at the election held November 6, 1894, in the twenty-third, twenty-fourth and thirtieth precincts of the thirty-fourth ward of the city of Chicago, and in the twenty-fifth precinct of the twenty-ninth ward.

There was also returned by said grand jury two other indictments; one against a certain clerk of election in the twenty-third precinct of the thirty-fourth ward, and the other against an insignificant criminal not yet arrested for changing a ballot during the canvass of the votes in the thirteenth precinct of the eleventh ward.

In order to carry out the conspiracy in the twenty-fourth precinct of the thirty-fourth ward, the means used were interrogating the voters at great length, and afterwards groundlessly challenging them and thus occupying the voting hours in disposing of said challenges. In this way over three hundred duly qualified voters were actually prevented from voting.

In order to carry out the conspiracy in the twenty-fifth precinct of the twenty-ninth ward, the criminals, among whom was included the judge who received the ballots, looked over the shoulders of the voters as they prepared their ballots in the booths, thus learning for whom the voters intended to vote, then received, but refused to deposit in the ballot box the ballots of all voters opposed to the said criminals in politics, and then, after altering ballots thus withheld to suit the criminals, deposited them, thus altered, in the ballot box. In this way at least seventy ballots were altered and converted into votes for the candidates against whom seventy citizens intended to cast their votes.

In order to carry out the conspiracy in the thirtieth precinct of the thirty-fourth ward, the conspirators to the number of at least twenty, assembled together, received their instructions, then went together to the polling place about twelve o'clock on the day of election, formed themselves into a line at the head of the line of voters and immediately in front of the entrance to said polling place, and then, by various forms of force and violence and divers brutal assaults upon citizens who sought to gain an entrance to said polling place in order to vote, prevented all voters who tried to vote, from noon till the polls closed at four o'clock, from entering said polling place, except such voters as promised to vote according to the wishes of the conspirators, who thus held and kept control of

of the polling place. In this way, at least fifty citizens were prevented from voting. In this precinct, after twelve o'clock, only three citizens from the line succeeded in getting into the polling place and voting, and they so succeeded by arming themselves with loaded revolvers, presenting said revolvers at the conspirators and threatening them and there to kill them if they attempted to prevent them from going into the polling place.

The assaults in this precinct were committed by nearly all the conspirators, chiefly by four men who have fled from the state and thus far have not been arrested, one of whom has been for many years a noted prize-fighter.

The means used to carry out the conspiracy in the twenty-third precinct of the thirty-fourth ward were not much different from the means resorted to by the conspirators in the thirtieth precinct of the same ward, which means have been chiefly above described.

#### TRIALS AND CONVICTIONS.

There have been trials of all the conspirators in the twenty-fourth precinct of the thirty-fourth ward, of five of the conspirators in the thirteenth precinct of the thirty-fourth ward, and of all the conspirators in the twenty-fifth precinct of the twenty-ninth ward.

Of the conspirators in the twenty-fourth precinct of the thirty-fourth ward the leader, an employe in the Water Department of the City of Chicago, was convicted and is now in the State Prison at Joliet, serving out a sentence of eighteen months.

Of the conspirators in the twenty-fourth precinct of the twenty-ninth ward, all (nine) were convicted and their punishment fixed at fines. Two were fined five hundred dollars each, and the rest fifty dollars each.

Of the conspirators in the thirteenth precinct of the thirty-fourth ward, five have been convicted (nine others being not yet tried), and the punishment of three of them was fixed at a fine of one thousand dollars each. The punishment of the other two, who at said election were police officers, on duty at said polling place, was fixed by the jury at imprisonment in the penitentiary, one for the term of four years and the other for the term of two years.

Of the conspirators in the twenty-third precinct of the thirty-fourth ward six have been convicted, and nine others of the indicted men for offenses in this precinct are not yet tried. Of the six convicted one was fined \$100, another \$150, three others \$2,000 each, and the other was sentenced to imprisonment in the penitentiary for one year.

#### REMARKS.

The trial of any one of these conspiracy cases, including the disposition of motions made before and after the trial, occupies at least six weeks. The jail has been crowded during the six months last past, many prisoners being liberated from the jail because of its unhealthy condition. Consequently the State's Attorney has been unable to permit your attorneys to try and to dispose of these cases for conspiracy as rapidly as we wished. Had he done so, he states that it would have been impossible to prevent the escape of several persons indicted for robbery and murder, because until the first day of July, A. D. 1895, the law of this State required the courts to discharge, and in effect, to acquit all persons confined in jail and not tried within three months after they were indicted, unless the delay happened on application of the prisoner.

We make no comment upon what we believe to be the effect upon the community of the convictions that have resulted from the joint labors of the members of this committee and its attorneys. We are satisfied that much less would have been accomplished if you had not, in every way within your power, approved and sustained our efforts. Respectfully submitted.

JOHN S. MILLER,

WILLIAM S. FORREST,

Attorneys for Civic Federation.

Chicago, July 27, 1895.

The following circular, sent to the Ward Political Committees, February 1st, contains the outline of the political policy of the Federation:

"On the 2nd of next April the voters of Chicago will be called upon to elect a Mayor, thirty-four Aldermen, six Town Assessors, six Collectors, six Supervisors, six Clerks, and numerous Constables, who, taken as a whole, concern every phase of official municipal life in Chicago. It is the belief of the Civic Federation, first, that these officials will be practically selected at the preliminary party caucuses and primaries; second, that any energy directed towards the redemption of Chicago from gang rule that falls short of said caucuses and primaries will be utterly wasted; and, third, if any practical and permanent good is to result from the present awakening of the civic conscience of Chicago, the reform forces must be organized to move on the enemy at those points. On this theory the Federation hopes to organize a series of non-partisan meetings throughout the city, devoted to the municipal conditions of Chicago, its needs and the duties of good citizens in the premises, to be followed by an organization of the voters into primary leagues, the object of which, being to induce every voter to take an active interest in his respective party caucus and primary at the coming municipal election. The Civic Federation believes that the better element of all parties can control if it will organize and act.

The plan agreed upon by the Committee is as follows, and every ward committee is expected to be governed by it.

1st. The Political Committee shall appoint a committee of three (one Republican, one Democrat and one Populist) to interview election commissioners on judges and clerks for coming primaries and elections.

2nd. The Political Committee shall appoint a committee of three (two Democrats and one Republican) to interview the Mayor and Chief of Police on protection for voters at primaries and elections, and strict enforcement of election laws.

3rd. The Political Committee shall appoint a committee of three Democrats to confer with the Democratic City Central Committee on:

- a. Recommendation for judges and clerks.
- b. Time for holding town and city primaries and conventions.
- c. General attitude of Central Committee on Federation efforts to purify the primaries.

4th. That the Political Committee appoint three Republicans to similarly confer with Republican City Committee.

The plan of work for the Ward Committees, said committee consist-

ing of three Democrats, three Republicans and one Populist, was agreed upon as follows:

1st. The members of the Ward Political Committees shall consult at once their respective party committeemen in reference to the qualifications and character of the judges and clerks they will propose for said ward, and offer assistance in investigating same; provided, in wards where said committee is not formed, the President shall appoint a special committee charged with said duties.

2nd. The members of Political Committee shall call a conference of representatives of their party, who sympathize with the objects of the Civic Federation, and thereat select two voters from each precinct, belonging to different political parties, to coöperate with said ward committee in arousing the voters to the importance of the coming city and town elections,

- a. By calling meetings throughout the ward.
- b. By enrolling the voters in the Voters' League, and
- c. If made necessary by the regular committee failing to provide for a fair, open caucus, to secure the calling of one to arrange for delegates to support at the city and town primaries.
- d. By having a committee at every primary precinct to see that no infraction of rules or law occurs, or if so, to prepare for contest before convention.
- e. By publishing throughout the ward time and place for holding primaries, with full instructions concerning same.
- f. By having on election day a committee at every poll in respective wards to watch for illegal practices, and to take all necessary steps to secure protection and fair treatment for all voters.

3rd. That no member of ward or precinct committee shall be an office-holder, appointive or elective, or a candidate for any such office.

4th. That all political parties be requested to make their nominations for all offices at least ten (10) days before the expiration of the time allotted by law for nominations, and in case of failure to do so, preparations for independent action shall be made, under direction of the Political Committee of the Civic Federation.

5th. That the ward committees should request the regular party central committeemen to hold their primaries in convenient and proper places.

6th. That the Political Committee of the Central Council be requested to urge upon the respective central committees the holding of the coming primaries under the "Crawford system."

That after the primaries every ward council be requested to appoint one inspector from each political party for each precinct, whose duty it shall be to attend the polls, April 2nd, to watch and make notes of,

All violations of law.

All intimidation of voters.

All electioneering within 100 feet of any polling place.

Any attempt to interrupt, hinder or oppose any voter while approaching the polling place for the purpose of voting.

Any violation of the election law by the judges or clerks of election.

Any neglect by any public officer upon whom a duty is imposed by the election law, to perform such duty, with the names or description of the persons so offending.

Also notice whether the guard rail is removed six feet from the ballot box

and from voting booths, and whether the ballot boxes are in plain view of those outside of the guard rails, and whether the requisite number of voting booths are provided.

And whose duty it will further be to request of the judges of election the privilege of being present when the ballots are counted, and report to their respective ward councils every violation of duty, or every non-observance of the law by them discovered, of whatsoever kind or nature. And that they shall wear conspicuously displayed upon their person a ribbon badge, with the words "Civic Federation" thereon.

Letter addressed to the 500 pastors of Chicago:

CHICAGO, February 8th, 1895.

DEAR SIR:

There is plainly apparent in the minds of good citizens a revival of the true civic spirit. Rightly stimulated and directed, it may emancipate all political parties from the domination of those who have so long followed politics for personal profit, unmindful of, or recklessly false to, the higher duties of citizenship and self-government. It is the purpose of the Civic Federation to awaken in the minds of all citizens, irrespective of party, a sense of the obligations they carry to do their duty as directing factors in our great municipal organization.

In this direction lies the only hope of redeeming our city from its low civic state. We look to the Church, the press and the platform for their powerful co-operation. May we ask you to make the subject herein indicated the theme of discourse and exhortation with your people on Sunday, February 17th. We hope to secure such words from all the religious teachers of our city on that day. The April elections; if carried in the interest of pure government, will put us on the road to many needed reforms. These elections, as you know, are largely determined by the preliminary caucuses and primaries, and these are close at hand. The present hour is the favorable one to set moral influences at work and arouse every good citizen to the importance of doing his whole duty.

R. M. EASLEY,

*Secretary.*

Resolutions passed at Civic Federation mass meeting at Central Music Hall, on the passage of the "boodling ordinance:"

*Resolved:* That this meeting of citizens of all parties and classes denounces the recent action of the City Council in granting to unknown parties the right to use practically all that remains of our public thoroughfares in reckless disregard of public right and the future interests of our city.

We honor those aldermen who conscientiously resisted by voice and vote the consummation of this iniquity.

We approve the proposal for a legislative inquiry as to the methods and influences which induced this extraordinary legislation.

We call upon Mayor Hopkins to protect the interests of our people by the intervention of his veto.

*Resolved:* That every alderman who voted for these ordinances should be relegated to private life by the voters of their respective wards. And in order to prevent the recurrence of such shameless abuse of public trust, we recommend

the closest scrutiny of aldermanic candidates at the coming election. Where good men are nominated by party conventions, voters should unite in support of the best man, irrespective of party. Where no trustworthy candidate is offered by either party, citizens should nominate an independent candidate by petition, and leave no stone unturned to elect him.

*Resolved:* That for the preservation of municipal purity, municipal prosperity, and municipal property, subordination to party must, where necessary, give way to the higher sentiments of Civic Patriotism.

## INDUSTRIAL DEPARTMENT.

The vigor of the work of the Industrial Department of the Federation was strikingly manifested in the Congress on Industrial Conciliation and Arbitration held in Chicago November 13 and 14, 1894, and it has later been manifested in connection with various local problems of importance. The report of the committee having the department in charge is here given:

### REPORT OF INDUSTRIAL COMMITTEE.

MR. LYMAN J. GAGE, PRESIDENT OF THE CIVIC FEDERATION OF CHICAGO.

*Dear Sir:*—The following report of the Industrial Committee of the Civic Federation for the year ending April 18 is hereby respectfully submitted:

The Industrial Committee of the Civic Federation during the first year of its existence was brought in contact with two very unusual conditions; the first one was the large number of unemployed found in Chicago [in] the winter of 1893-4, resulting from the sudden financial depression. The committee was barely organized and was able to do little beyond giving its assistance in the gathering of statistics relative to the number of unemployed, and abetting in every way possible the work of the street sweeping department of the Central Relief Association.

The second unusual condition was found in the summer of 1894 in the industrial upheaval and distress following the Pullman strike. The committee made an attempt toward arbitration in the early stages of the strike, before the American Railway Union had taken action in regard to it, and the services of their Committee of Conciliation were frequently called upon.

Feeling that possibly the only good which might accrue to Chicago from the unhappiness and strife of the summer would be the fostering of a sentiment for arbitration so strong that a similar experience would be made impossible, the committee, together with other members of the Civic Federation, strongly urged the holding of a Congress on Industrial Conciliation and Arbitration, hoping that the time and place might make the congress of national importance, and influence public opinion throughout the country.

Such a congress was held under the auspices of the Civic Federation, November 13 and 14, 1894. The committee for this purpose was enlarged and received much valuable aid from the members of the Federation. The speakers on the programme represented employers of labor, the heads of trades unions, editors, scholars and politicians, and an effort was made to present the subject from as many points of view as possible. The committee felt, on the whole, gratified with the programme presented, and have every reason to believe that the congress gave an impulse toward employing conciliation and arbitration in labor disputes. The papers there presented are now in the hands of the printer. The publication has been somewhat delayed because several of the

papers have already been promised to leading periodicals, and courtesy forbade their previous publication in pamphlet form.

The more recent work of the committee has been the investigation of the charge made by the National Association of Waiters, Bartenders and Cooks, who claimed that a great injustice is inflicted upon the waiters by reason of the system of receiving employment. Situations can be obtained only through saloons which act in the capacity of labor bureaus. It is impossible for any waiter to obtain employment unless he spends a certain amount of his wages and his leisure in said saloon, and he is naturally discriminated against if the amount spent is small, so that he is practically in the power of the saloon-keeper and almost obliged to be on the spot when vacant situations are reported, and also to be on good terms with his host. It seemed quite impossible for the waiters themselves to remedy this evil unless the cause could be brought directly before the large employers. They are not in the habit of obtaining their waiters directly, but through the services of a head waiter, who is in collusion with the saloon-keeper. A sub-committee of the Industrial Committee made a careful investigation of these charges and found them substantially correct. The same committee is retained and arrangements are being made by which it is hoped that the services of the saloon-keeper may be dispensed with, or the waiter at least have a chance to choose where he may seek employment.

The Industrial Committee has also investigated the so-called labor bills pending before the Illinois Legislature, and two of these are at present being investigated by a sub-committee.

Various plans have been laid before the committee for action during the coming year. Chicago is rapidly developing into a manufacturing center, and it is possible that the many evils which afflict the older manufacturing cities may be avoided here, with the co-operation of the employers and the workingmen. Your committee has found uniform courtesy from both, and a disposition to co-operate in its plans.

Respectfully submitted,

JANE ADDAMS, Secretary.

W. A. VINCENT, Chairman.

#### REPORT ON THE CONGRESS.

The speakers at the Congress on Industrial Conciliation and Arbitration included many distinguished authorities on the subject in hand. Following appears a list of those making addresses, and of the topics considered :

Opening Address, Lyman J. Gage ; History of Industrial Conciliation and Arbitration in Europe and Australia, Prof. E. R. L. Gould ; Address by Joseph D. Weeks ; The Prevention of Railway Strikes, James Peabody ; Address by Hon. L. S. Coffin ; The "Springer Bill," Hon. William R. Springer ; The "Springer Bill," Hon. James A. Tawney ; Address by Judge Murray F. Tuley ; Address by Dr. John Henry Barrows ; Distinction Between Arbitration and Conciliation, Josephine Shaw Lowell ; The Ethics of Arbitration, Prof. E. W. Bemis ; Address by Miss Jane Addams ; Relation Between Employers and Employes in Manufacturing Affairs, Joseph D. Weeks ; Sliding Scale and Kindred Methods, M. M. Garland ; Distinction Between Compulsory and Voluntary Arbitration, and Distinction Between Compulsory Arbitration and Public Investigation of

Labor Disputes, Hon. Carroll D. Wright ; The Economics of Arbitration, Prof. Henry C. Adams ; How Far Can Arbitration be Made Compulsory Without Infringing on Private Rights ? Hon. John Gibbons ; Arbitration and Conciliation ; William H. Sayward; Relation of Employer and Employe in the Building Trades, P. J. McGuire ; The Necessity of Mutual Organization, Samuel Gompers.

The following is the committee's report :

CHICAGO, Nov. 22, 1894.

HON. L. J. GAGE, PRESIDENT CIVIC FEDERATION :

*Dear Sir:*—The committee appointed to make arrangements for and conduct a Congress of Industrial Conciliation and Arbitration begs leave to report that said Congress was held on the 13th and 14th days of November, 1894, at Willard Hall in the city of Chicago, and herewith submit as a part of their report a program of the congress, giving the order of proceedings, the title of the addresses and the names of all participating.

On the conclusion of the congress the following resolution was adopted at a conference held between those who had delivered addresses and the committee in charge:

"Having been requested by the sub-committee of the Civic Federation of Chicago having in charge the conference of Arbitration and Conciliation, to offer suggestions as to the trend and value of the congress and as to what might best perpetuate its influence, the parties who have been asked to present papers at the conference suggest and recommend to the said sub-committee to report back to the Civic Federation that a large national commission be established through the Civic Federation of Chicago for the purpose of procuring the wider application of the principles discussed at this congress."

And your committee respectfully recommend that the President of the Civic Federation be authorized and instructed to select the committee contemplated by the foregoing resolution.

Your committee further beg leave to recommend that the President of the Civic Federation appoint a committee to provide for the publication of the proceedings of said congress.

Your committee also report that, at a meeting held yesterday, by unanimous vote of the members present a vote of thanks was extended to Miss Jane Addams for her earnest and efficient efforts towards making the congress a success.

Respectfully submitted,

W.M. A. VINCENT, Chairman.

#### THE ARBITRATION BILL.

The congress was a most earnest and enthusiastic one from beginning to end and resulted in immediate and practical action. At a meeting of the speakers and the conference committee of the Civic Federation after the adjournment of the congress the following resolution was passed :

"Having been requested by the sub-committee of the Civic Federation of Chicago having in charge the conference of Arbitration and Conciliation, to offer suggestions as to the trend and value of the congress, as to what might best perpetuate its influences, the parties who have been asked to present papers at the conference do suggest and recommend to the said sub-committee to report back

to the Civic Federation that a larger national commission be established through the Civic Federation of Chicago for the purpose of procuring the wider application of principles discussed at this congress."

In accordance with the foregoing resolution, the following committee was appointed, care being taken to give representation to all classes of society and various sections of the country :

Lyman J. Gage,	Carroll D. Wright,	N. O. Nelson,
Chas. Wolcott,	M. M. Garland,	R. M. Easley,
P. M. Arthur,	Miss Jane Adams,	H. S. Haines,
Mrs. Chas. Russell Lowell,	Prof. Henry C. Addams,	Jos. D. Weeks,
E. W. Meddaugh,	Wm. A. Vincent,	Nicholay Grevstad,
L. S. Coffin,	M. J. Carroll,	Washington Gladden,
Mrs. Potter Palmer,	Mrs. Chas. Henrotin,	Prof. A. W. Small,
Chas. Francis Adams,	C. O. Pillsbury,	T. V. Powderly,
Wm. H. Sayward,	M. E. Ingalls,	Prof. E. W. Bemis,
P. J. McGuire,	Prof. E. R. L. Gould,	Jos. D. Ryan.

Energetic work was continued in the line of effort advocated by the congress and has resulted in actual legislation. Under the auspices of the Federation Representative Hagan introduced a bill in the Illinois Legislature July 11, 1895, for an act to create a State Board and Local Boards of Arbitration for the investigation or settlement of differences between employers and their employes, and to define the powers and duties of said boards. The text of the measure was as follows :

*SECTION 1. Be it enacted by the People of the State of Illinois, represented in the General Assembly.* As soon as this act shall take effect the governor, by and with the advice and consent of the senate, shall appoint three persons, not more than two of whom shall belong to the same political party, who shall be styled a "State Board of Arbitration," to serve as a state Board of Arbitration and Conciliation. One only of them shall be an employer or selected from some association representing employers of labor, and one only of them shall be selected from some labor organization; and shall have been a citizen of the state not less than five (5) years. They shall hold office until March 1, 1897, or until their successors are appointed. On the first day of March, 1897, the governor, with the advice and consent of the senate, shall appoint three persons as members of said board in the manner above provided, one to serve for one year, one for two years and one for three years, or until [their respective successors are appointed; and on the first day of March in each year thereafter the governor shall in the same manner appoint one member of said board to succeed the member whose term expires, and to serve for the term of three years or until his successor is appointed. If a vacancy occurs at any time, the governor shall in the same manner appoint some one to serve out the unexpired term; and he may on good cause, stated in writing and filed in the office of the secretary of state, remove any member of said board. Each member of said board shall, before entering upon the duties of his office, be sworn to a faithful discharge thereof. The board shall at once organize by the choice of one of their number as chairman, and they shall as soon as possible

after such organization, establish suitable rules of procedure. The board shall have power to select and remove a secretary, who shall be a stenographer, and who shall receive a salary to be fixed by the board, not to exceed \$1,200 per annum, to be paid out of the state treasury.

SEC. 2. When any controversy or difference not involving questions which may be the subject of an action at law or bill in equity, exists between an employer, whether an individual, co-partnership or corporation, and his employes, if at any time he employs not less than twenty-five persons in the same general line of business in any city, village or incorporated town of this state, the board shall upon application as herein provided, and as soon as practicable thereafter, visit the locality of the dispute and make a careful inquiry into the cause thereof, hear all persons interested therein who may come before them, advise the respective parties, what, if anything, ought to be done or submitted to by either or both to adjust said dispute, and make a written decision thereof. This decision shall at once be [made public, shall be recorded upon proper books of record to be kept by the [secretary of said board, and a [short statement thereof published in the annual report hereinafter provided for, and the board shall cause a copy thereof to be filed with the clerk of the city, incorporated town or village where said business is carried on.

SEC. 3. Said application shall be signed by said employer or by a majority of his employes in the department of the business in which the controversy or difference exists, or their duly authorized agent, or by both parties and shall contain a concise statement of the grievances complained of and a promise to continue on in business or at work without any lockout or strike until the decision of said board, if it shall be made within three weeks of the date of filing said application. When an application is signed by the agent claiming to represent a majority of such employes the board shall satisfy itself that such agent is duly authorized in writing to represent such employes. As soon as may be after the receipt of said application the secretary of said board shall cause public notice to be given of the time and place for the hearing thereon; but public notice need not be given when both parties to the controversy join in the application and present therewith a written request that no public notice be given. When such request is made, notice shall be given to the parties interested in such manner as the board may order, and the board may, at any stage of the proceedings, cause public notice to be given notwithstanding such request. The board shall have the power to summon as witnesses any operative, or expert in the departments of business affected and any person who keeps the records of wages earned in those departments; or any other person or persons they may deem necessary, and to examine them under oath, and to require the production of the record of wages paid. The board shall have power to issue subpœnas, and oath may be administered by any member of said board.

SEC. 4. Upon the receipt of such application and after such notice, the board shall proceed as before provided, and render a written decision, which shall be open to public inspection, shall be recorded upon the records of the board and published at the discretion of the same in an annual report to be made to the governor before the first day of January of each year.

SEC. 5. Said decision shall be binding upon the parties who join in said application for six months until the employer or a majority of the employes who are affected thereby has given the other notice in writing of his or their intention not

to be bound by the same at the expiration of sixty days therefrom. Said notice may be given to said employes by posting in three conspicuous places in the shop or factory or on the premises where they work.

SEC. 6. Whenever it is made to appear to the mayor of a city or the president of the board of trustees of an incorporated town or village that a strike or lockout is seriously threatened or actually occurs, involving not less than twenty-five employes, the mayor of such city or the president of the board of trustees of such village or town shall at once notify the state board of the facts.

SEC. 7. The parties to any controversy or difference as described in section two of this act may submit the matters in dispute, in writing, to a local board of arbitration and conciliation; such board may either be mutually agreed upon, or the employer may designate one of the arbitrators, the employes or their duly authorized agent, another, and the two arbitrators so designated may choose a third, who shall be chairman of the board. Such board shall, in respect to the matters referred to it, have and exercise all the powers which the state board might have and exercise, and its decision shall have whatever binding effect may be agreed by the parties to the controversy in the written submission. The jurisdiction of such board shall be exclusive in respect to the matters submitted to it, but it may ask and receive the advice and assistance of the state board. The decision of such board shall be rendered within ten days of the close of any hearing held by it; such decision shall at once be filed with the clerk of the city or town in which the controversy or difference arose, and a copy thereof shall be forwarded to the state board.

SEC. 8. Whenever it shall come to the knowledge of the state board, either by notice from the mayor of a city or the president of the board of trustees of an incorporated town or village as provided in section six, or otherwise, that a strike or lockout is seriously threatened or has actually occurred in any city, village or incorporated town of the state, involving an employer and his present or past employes, if at any time he is employing, or up to the occurrence of the strike or lockout was [employing not less than twenty-five persons in the same general line of business in any city, village or incorporated town in the state, it shall be the duty of the state board to put itself in communication as soon as may be with such employer or employes, and endeavor by mediation to effect an amicable settlement between them, or to endeavor to persuade them to submit the matters in dispute to a local board of arbitration and conciliation, as above provided or to the state board; and said state board may, if it deems it advisable, investigate the cause or causes of such controversy, and ascertain which party thereto is mainly responsible for the existence or continuance of the same, and may make and publish a report finding such cause or causes, and assigning such responsibility or blame. The board shall have the same powers for the foregoing purposes as are given it by section three of this act. Witnesses other than parties interested in the controversy, summoned by the state board, shall be allowed the sum of one dollar for each day's attendance, and shall be allowed five cents a mile for travel each way from their respective places of employment or business to the place where the board is in session; the chairman of said board shall certify in writing the amount of travel and attendance of each witness, and the amount shall, upon the approval of the governor, be paid forthwith by the board, and for such purposes the board shall be entitled to draw from the treasury of the state.

SEC. 9. The members of the state board shall receive a salary of fifteen hundred dollars a year, and shall, together with the secretary of said board, receive necessary traveling expenses, to be paid out of the treasury of the state upon bills of particulars sworn to by the members and the secretary of said board, and approved by the governor.

SEC. 10. Any notice or process issued by the State Board of Arbitration shall be served by any sheriff, coroner or constable to whom the same may be directed or in whose hands the same may be placed for service.

SEC. 11. Whereas, an emergency exists, therefore it is enacted that this act shall be in force and after its passage.

The bill passed at the latest session of the legislature and became a law, a splendid sequence to the work of the congress of conciliation and arbitration and of the Federation's Industrial Department.

## EDUCATIONAL DEPARTMENT.

The following is the report of the Committee of Education:

The Educational Department of the Civic Federation desires to report that it spent most of its efforts last summer in endeavoring to secure the appointment of fit persons upon the Board of Education, but owing to the many conflicting forces at work in this direction, the department came to the conclusion that its efforts had been so much wasted energy. Therefore, in the fall a new line of work was adopted, and a systematic investigation of the sanitary condition of our schools was set on foot, with the result that the department has now in its possession some very interesting facts. The method adopted was to appoint a visiting committee from each of the Ward Councils, who visited the schools in person, and reported from independent observation. After a time the work naturally fell into certain lines, which made possible the systematic summing up of the results. The plumbing, ventilation, seating and heating capacities of the different schools have been thoroughly investigated, with varying results. In general it was found that the new schools were admirable in almost all of the above-mentioned particulars, and that the old schools, especially in the crowded wards, were as bad as could well be.

However valuable this information may be in the future work of the department, it has not been thought well to push it too far at present, as the department has not been desirous of antagonizing either the teachers or the board of education. Their investigations have not led to results in the main at all discreditable to the powers now in charge of the schools. On the contrary, there has been evident a steady tendency to improvement, and that at a quite rapid rate, consequently, in its plan for work during the coming year the department seeks to co-operate in the friendliest spirit with the other forces interested in improving our schools. To this end they are now endeavoring to get the consent of the board of education to use the large halls in the top of many of the school buildings, for the purpose of holding regular meetings of citizens and teachers, called Parents' Councils.

The conduct of these meetings would be directly under the care of the principals of the schools in which they are held, but the Education Committees of the Federation Ward Councils will be expected actively to concern themselves with their formation and success. It is thought that such a plan of work will be in harmony with the ideal of the Civic Federation work, inasmuch as it will tend to arouse an interest in every one in the affairs of all; will bring the sentiment of patriotism to bear upon our public schools, thus aiding those teachers who have devoted their lives to the cause of education, without much backing from intelligent public opinion, and will help forward that progress which has so far been impeded by a lack of full co-operation between the home and the schools, a full reciprocity of relation. The department hopes that in this work, if inaugurated, it may have the benefit of the sympathy and help of the entire Federation.

The department, at its last meeting, discussed its attitude to three bills now before the Legislature; the bill relating to the establishment of parental schools, in regard to which it decided not to take any definite action until further advised; the bill relating to pensioning teachers, in a manner nearer resembling insurance than pension, to which it decided was a matter that belonged distinctly to the teachers as individuals more than as educators; and the bill forbidding boards of education to appoint married women as teachers. This, the department decided was distinctly class legislation, manifestly unjust, and calculated to work injury to our schools. Two delegates were therefore appointed to go to Springfield and endeavor to defeat the bill, should it be found advisable. The delegates were appointed, but so far it has not been deemed necessary that they should go.

Respectfully submitted,

[Signed.]

MARY M. WILMARTH, Chairman.

## DEPARTMENT OF MORALS.

The Committee on Morals has been one of the most important forces of the Civic Federation. Following are reports relating to the suppression of gambling in Chicago and affording a most interesting history of the campaign against the evil. First is given the main portion of the report made September 20, 1894, by W. G. Clark, chairman Committee on Morals :

CHICAGO, SEPTEMBER 20th, 1894.

### MR. PRESIDENT AND MEMBERS OF THE CIVIC FEDERATION :

On Thursday evening, May 17th, 1894, the Committee on Morals submitted to the central council of the Civic Federation a plan for the suppression of gambling in Chicago. The measures proposed for this object were specified in general as including first, an examination into the laws and ordinances pertaining to gambling; second, an investigation of the conditions of gambling in this city; third, the process against the owners of property used for gambling purposes and the process against gambling paraphernalia by competent search warrants. And the prosecution of the gamblers themselves in accordance with the provisions of the law; after discussion these recommendations were unanimously approved by the general council. The Committee on Morals was also empowered to appoint its own treasurer and to solicit funds for the crusade against gambling in the name of the Civic Federation.

Thus authorized, the committee pushed forward as diligently as possible the work assigned to it, but soon realized that for prudential reasons it would be expedient to appoint a sub-committee to take charge of the campaign. The Committee on Gambling was thereupon appointed, of which your obedient servant was constituted the chairman. From that time the arduous work has been performed with earnestness and aggressiveness. We are indebted to many who have voluntarily aided us in the compilation of evidence and in counsel and in judicial procedure. Attorneys, detectives, reporters, and others, have rendered valuable assistance, for all of which the committee wishes to express its gratitude.

### GAMBLING WHOLLY PROHIBITED.

1. We embody in this report all the statutes and ordinances which pertain to gambling. The most casual survey of the legal status of the case will satisfy anyone that gambling is wholly prohibited, and that the penalties imposed for this infraction of the law are adequate to the complete suppression of the evil. The existence of gambling is not due to insufficient legislation, but rather to its lax enforcement or non-enforcement.

The spirit of the ordinances of Chicago is also prohibitive. The common council, as truly as the legislature, has written its death warrant. Such agreement between these governing bodies ought to make any anxiety on our part as to the abatement of the evil unnecessary and superfluous.

While we are satisfied with the comprehensive legislation on this subject, we were interested in examining the laws passed by the legislature in Missouri, which are incorporated in this report. When these statutes were passed they were directed against three powerful gamblers in St. Louis, with the result of sending them to the penitentiary for five years each.

The law was drawn by the former lieutenant governor, Charles P. Johnson, one of the best criminal lawyers in the state. Gambling ceased in St. Louis for several years as a result of its first application. If it should become desirable at any time that new legislation on this subject should be secured, we would anticipate the easy passage of more formidable statutes than we have. While we could not depend upon the full Cook county delegation for the support of such measures, we would expect the county members who are uncontaminated by the wiles and wealth of the gambling fraternity to secure their passage, and with some organization in Chicago to secure their enforcement, they would summarily deal with the gamblers.

2. Information concerning the conditions, extent and power of gambling in this city has been gathered from a variety of sources, and has been verified as carefully as the means at our disposal have permitted. Our investigation reveals the prevalence of gambling. Notwithstanding the ample laws herein quoted, and in defiance of statutory and municipal prohibitions, this evil has attained gigantic proportions, and extends its arms of corrupting influence to almost every department of our civic life. The morals of the city are polluted ; the politics of the city is transformed into a scheme of blackmail ; the commercial interests of the city are impaired, and the reputation of the city is besmirched by the unrestricted extension of the evil. There are in Chicago between fifteen hundred and two thousand professional gamblers making a livelihood from their victims. There are five thousand habitues of gambling resorts. From near the throne of municipal authority to the boundaries of Cook county these dens of evil extend. Every species of game from the whirring roulette wheel to the lowly game of craps, from the faro lay-out to the policy traps, are in progress continually throughout the city. The fortunes represented by the members of the fraternity are largest; at least four millionaires are reputed to be among their number. The wealth of the knights of hazard increase at the cost of the wage-earner. The gambling interests are intrenched in fortifications of gold, through which state's attorney, mayor, nor chief of police is willing to pass. The traffic is open and flagrant. It makes no attempt at stealth or secrecy. The popular games are faro, roulette, hazard, stud-poker, craps, spindle, eight-die-cloth, race game, cube game, etc., where the chances against the player make up the percentage for the house. There are hundreds of side door poker games throughout the business and residence district. The hotel games are migratory, and are readily transferred from one hostelry to another. The brace species of gambling was recently discovered at the Great Northern Hotel, where the bicycle manufacturer, Mr. Stokes, was fleeced out of a large sum of money by the Guion-Gallagher gang of crooks. Lay-outs have found their way into several hotels of otherwise respectable repute. Mr. Gage, of the Wellington, it is understood, has declined to further shelter gambling under his roof. The Palmer House and the Grand Pacific, too, have been purged of the evil. The majority of the cheap lodging-houses offer shelter to poker games. There are numerous bucket-shops, or race courses, that are as demoralizing in their tendencies as ordinary gambling.

Humorous incongruities are often met with in an investigation of gambling, as where the scriptural title of the House of David is applied to one of the blackest resorts of the tough element. At one place we found a sign over the gambling-house, giving the number of the rooms, and the sign: "Rev. Mr. ——, prayer-meeting and gospel services." Recently Captain Kane broke open the door of what he thought was a crap game at 219 West Lake street. He had been informed that a game was in full blast, and had overheard such familiar expressions in the typical darky dialect as, "Come seben or eleben," and "I'se great in dise game, ha!" These sounds were accompanied with the click of chips and coin. On breaking into the door, however, the captain was astonished at finding forty colored brethren on their knees praying, while others were standing with their arms uplifted calling on the Lord for all sorts of spiritual favors. Biblical mottoes were suspended on the walls, and the place had the appearance of a prayer-meeting. In their hurry the players had neglected to cover all their tracks, for one sign remained, "Twenty-six passes made without shooting the monk." Such hypocrisy received its just deserts. Justice Scully fined James Weathers, the keeper of the place, \$100, and each of the inmates \$10.

To indicate the financial magnitude of a well-equipped gambling-house, we will describe Varnell's at 119 South Clark street, at which the bitter struggle of Tuesday was fought between the agents of the Civic Federation in executing a legal search warrant, and the thugs who resisted them with slung-shots, clubs and revolvers. The furniture includes nearly every device known to gambling—faro tables, roulette wheels, hazard tables, poker tables, etc. Two shifts of gamblers manage its tremendous business. Drinks and cigars are freely dispensed to its patrons. Its current expenses are enormous. The list of employes recently included twenty-four dealers and look-outs, twelve roulette croupiers, six hazard shakers, nine card dealers, three floor-walkers, three managers, three door-keepers, two bar-keepers, six porters, and on the outside bouncers, "steerers," and "pluggers." The pay-roll aggregated a grand total per week of \$3,298, which, added to the annual rental of \$10,000 for the premises, will make the enormous sum of \$171,496 per annum.

#### LIST OF GAMBLING HOUSES.

The present results of the investigation of the committee on gambling including the following tabulated statement of gambling-houses that have been running wide open in their nefarious business. This statement presents the location of each house, the description of the kinds of gambling practiced there, the names of the reputed managers and proprietors of the business, the names of the last owners of record of the various properties, and the names of the persons who last paid taxes on the same:

- No. 121 Dearborn street, fifth floor, chartered club; poker; Fred Wells.
- No. 368 State street, second floor; short cards; C. Goodkind and Sam Abrahams.
- No. 438 State street, rear of saloon; craps and poker; Fenton Marsh.
- No. 448 State street, rear of saloon; craps and poker; Ed. Tague.
- Thirty-seventh and State streets, rear of saloon; craps; Scott & Johnson.
- No. 452 State street, rear of saloon; craps and poker.
- No. 3858 Cottage Grove avenue, over saloon; all games; Kammer & Dunbar.
- No. 2 Theater court, over saloon, temporarily closed; F. O'Brien and Joe Ulman.
- No. 74 Adams street, second floor, faro and wheel; J. Dowling.

No. 146 Madison street, over saloon, temporarily closed; J. A. Webb and Frank Hicks.

No. 126 Clark street, over restaurant; "for rent;" B. Dix and J. O'Leary.

No. 169 Wabash avenue, second floor, chartered; short cards; J. Jackson and Dave Cromelin.

No. 169 Monroe street, second, third and fourth floors; short cards; Jay Scott and Phil Schaffner.

No. 162 Clark street, second floor; all games; C. Barber and William Fagin.

No. 174 Clark street, second floor; all games; Hankins, Wightman & Romaine.

No. 83 Madison street, third floor; temporarily closed; Ben Dix and George Hofmann.

No. 170 Madison street, second floor; all games; Ed Wagner, "Long Shorty" and Bill Skakel.

No. 98 Randolph street, second and third floors; faro and wheel; Curt Gunn and Cy Janes.

No. 246 Wabash avenue, third floor; faro and wheel; George Saulsbury, Curt Gunn and Cy Janes.

No. 73 Jackson street, second floor; faro and wheel; G. Alloway, C. Dunn and William Skakel.

No. 182 State street, second floor; roulette and poker, skin game; Chambers, Duggan and Walker.

No. 73 Monroe street, second floor; Tom Howe, Figg. L. Mayer and A. Levy.

No. 14 Quincy street, whole building; faro and wheel; J. Condon, S. Dall, Bradley Brothers, William McLean and Dan Stewart.

No. 20 Quincy street, second floor; skin games; L. Epstein (alderman), J. Ryan and F. Ryan.

No. 120 Vanburen street, second floor; craps, faro, wheel and poker; M. Kenna and J. Ryan.

No. 206 Wabash avenue, second floor; short cards; M. Mahm and Dave Hutchinson.

No. 305 Wabash avenue, over saloon; runs intermittently; Mike Mallory, T. Marrow and Bob Rose.

No. 1266 Wabash avenue, rear of saloon; craps; Louis Betts and J. Farrell.

No. 1602 Wabash avenue, rear of saloon; craps; L. Gallagher.

No. 1223 Michigan avenue, craps and poker; Best and Johnson.

Forty-second and Halsted, over postoffice; craps and poker; William Burns and others.

No. 4659 State street, over saloon; craps and faro; stockholders' syndicate.

Southwest corner Thirty-ninth and State, over saloon; craps, faro, poker and wheel; Ben Dix and others.

Sixty-first and State, rear of pavilion; all games; J. O'Leary and others.

Northwest corner Sixty-first and Cottage Grove avenue, rear of saloon; all games; J. O'Leary and others.

Sixty-third and Cottage Grove avenue, rear of theater; J. O'Leary and others.

Manhattan Beach, gambling booth, spindle, craps, etc.; H. Perry, C. C. Smith, S. Dahl and J. Condon.

Northwest corner Clark and Division streets, rear of saloon; craps and short cards; Burke Brothers.

No. 119 Clark street, second and third floors; all games; John Davis, John Condon, H. Varnell, S. Dall and J. Boss.

No. 134 Clark street, second and third floors; all games; G. V. Hankins, William Wightman and J. Harry Romaine.

Southwest corner Fourth avenue and Harrison street, ground floor; all games; Mike Lawler and John Ryan.

No. 338 State street, basement; all games; C. O. Smith and J. Fitzgerald.

No. 298 State street, basement; all games; Jerome Daly and T. McGuiness.

No. 86 Custom House place, second floor; skin game; "Frenchy."

No. 1608 Wabash avenue, rear of saloon; craps and poker; Tom Hinch.

No. 1832 Wabash avenue, rear of saloon; Dunn & Dwyer.

No. 56 Clark street, basement; cheap craps.

No. 194 Twenty-second street, east of State, second floor; all games; Joe Suits, Tim McKeough and Al Hankins. ■

Twenty-second street, west of State, second floor; all games; William Johnson and O. Liverman.

Southwest corner Twenty-ninth and State, rear saloon; craps; Billy Bryant.

No. 3846 State, second floor; Stock Yards Sam, J. O'Leary and Coffey.

No. 311 Clark street, basement; colored; craps; Scott & Johnson.

No. 339 Clark street, rear saloon; Scott & Johnson.

No. 248 State street, second floor; short cards; Tobe Ijams.

Northwest corner Madison and Halsted streets, basement; craps, faro and wheel; John Hoey, "Magdalen" alias Sharley.

Southeast corner Madison and Halsted streets, basement; craps and short cards; Jack Dwyer and "Kid" Royal.

Southwest corner Madison and Halsted streets, basement; craps and short cards; Patsy King et al., Monte Carlo Club.

No. 97 Clinton street, basement; craps; A. LaMorris.

Southeast corner of Vanburen street and Ogden avenue, over saloon; temporarily closed; T. White et al.

No. 781 West Madison street, rear of saloon; craps; F. K. Gazzola.

No. 100 West Madison street, rear of saloon; craps and poker; William Gibbons et al.

No. 99 West Madison street, rear of saloon; craps and poker; Bull, Quinn et al.

Northeast corner May and Madison streets, rear of saloon; wheel, craps and poker; John Rogers.

No. 335 West Madison street, over saloon; craps; Bill Carpenter.

Northeast corner Peoria and Madison streets, rear of saloon; wheel, craps and poker; C. Greenough et al.

No. 175 West Madison street, basement; all games; G. Reichold, Patsy King and W. Shimme.

No. 194 West Madison street, basement; craps, wheel and poker; John Hoey and P. King.

No. 151 West Madison street, over saloon; temporarily closed; G. Hofmann and Bunk Allen.

No. 77 Halsted street, over saloon; all games; J. Hoey and P. King.

No. 78 Halsted street, over restaurant; faro, wheel, poker; P. King et al.

Van Buren near Loomis.

No. 625 Milwaukee avenue, Pacific Garden; all games but faro; Murphy et al. and McDonald.

No. 244 Wabash avenue.

No. 333 State street, first floor; poker, craps, etc.; Charles Smith.

No. 238 Wabash avenue, second floor; roulette, faro and poker; Janes and Gunn.

No. 162 Clark street, second floor; poolroom; Paddy Ryan and Jerry Driscoll.

No. 54 Custom House place; policy.

Northwest corner of Fifty-seventh and State street; poker, roulette, etc.; Peter M. Samey.

No. 606 Thirty-first street; poker, roulette and craps; Lea Franshtolph.

The following places have been reported to us, but the committee has not had time to investigate them:

No. 15 Calhoun place; Ferguson.

No. 18½ Quincy street.

No. 261 Dearborn street.

Madison and Loomis streets; Pudd-Malcom.

No. 177 West Madison street; William Wagner.

No. 110 Clark street, roulette, wheels, stud poker, hazard and other games.

No. 331 State street.

No. 462 State street.

No. 464 State street.

No. 483 West Madison street.

No. 501 West Madison street.

No. 161 West Madison street.

No. 12 Quincy street.

No. 156 Clark street.

No. 176 Clark street; James Kenna (Hinky Dink).

Clark and Van Buren streets.

No. 168 Clark and Monroe; Alderman John Morris.

No. 124 Clark, near Madison, over Lansing & McGarigle's restaurant; known as "Peter Crumby."

No. 167 Madison street; Dunn & Dwyer.

No. 219 West Lake street; craps.

No. 176 Madison street; poolroom.

West Madison, east of Western avenue; Illinois saloon or club.

Northeast corner Van Buren and Western avenue.

Northeast corner Harrison and Western avenue.

Northwest corner Oakley avenue and Van Buren street.

No. 189 West Madison street; saloon and gambling privilege; all games.

No. 72 Jackson street.

No 136 Madison street.

South side of West Madison, second door west of Halsted; basement.

2. (The list of names of property owners and taxpayers is temporarily withheld from publication by order of the committee.)

3. The contrast which is presented between the prohibitive laws on the subject of gambling and the unrestrained practice of the same in this city is appalling. It at once forces the inquiry: What is the explanation of the non-enforcement of these laws? At this juncture in our report we desire to expressly and em-

phatically disclaim any political or partisan purpose in the crusade against gambling. It is too pernicious to be allowed to have political significance. Not one of the aggressive elements seeking to reform this municipal abuse consider it in the light of a political move. Not one dollar has been subscribed for the campaign with such purpose. We repudiate as a slander upon the purposes and the personnel of the Civic Federation any such insinuations. We deal with the question as citizens of Chicago desiring the advancement of public morality, and this is our only constraint. Therefore, whatever allusions will be made to the present administration in this city are framed strictly in accordance with our nonpartisan purpose.

The grave situation which confronted us intimates very broadly that the traffic has been and is under the protection of our municipal authorities under both parties and during present and past administrations. We cannot escape this conviction when we make a candid survey of the case. Moreover, when investigation reveals evidence that fortifies this conviction, we unhesitatingly affirm that gambling has been and is protected, and that the arm of our police department has been and is, not inactive against this evil from indifference or incompetency, but from design. We have made inquiry into this problem and are led to believe that a regular monthly stipend is collected by intermediaries and paid over to certain municipal, county and state officials.

The relation of individuals invested with municipal authority to gambling is not that high and honorable relation that seeks the vindication of law and morality, but rather the mercenary one that prefers to become accessory to the crime in order to share its profits. By a colossal scheme of blackmail, funds are extorted for political and personal use from a business that has no legal or moral right to exist. As to the amount which is thus distributed among the coterie of protectors, not of the city's honor, but of the city's shame, there is widely variant testimony. The estimates vary from \$9,000 to \$30,000 per month, which is divided among the beneficiaries in different proportions. We can aver that we have credible testimony which implicates the maladvertisors of our law. Chicago is in the hands of its lawless and criminal element so long as this protection is afforded. Cannot the public conscience of Chicago, through the Civic Federation, shame those high in authority into the discharge of those duties with which our elective franchise has intrusted them, and to perform which they have made a solemn oath and received financial compensation? Our mayor is reported to have said in an interview, "There is no gambling in Chicago," and in another interview, "Gambling cannot be suppressed in Chicago."

The Civic Federation responds: "Gambling abounds in Chicago and must and shall be suppressed." This evil will succumb to determined effort. If the pathetic instances that arise from the horde of its victims do not move us to honest and persistent effort to banish this evil from our midst, our hearts must be indeed calloused. We notice a man staggering away from the gambling table, where luck has been against him, out into the night of his despair, seeking a surcease from adversity in the suicide's grave. We receive a letter from an employe who has squandered his master's money at the gambling table, pleading, "I will never, with the help of God, gamble in my life if you will try and save me—I am most crazed." We receive a communication from a saddened wife, inclosing a printed gambling device, and stating: "That ticket is the salary my husband brought home to me after a week's hard labor." Is it any wonder that the

reform of this glaring municipal disgrace is the clamor of the press, the platform and the pulpit? Public sentiment demands the suppression of gambling.

To show more particularly how gambling is protected by municipal and state authorities, I will describe two incidents. Certain gamblers agreed to pay, we are informed, \$300 for the privilege of keeping a gaming-house, and they made a payment of \$50 down. Their gambling venture, however, was not profitable. A week before the last election, about 1 o'clock on a certain night, Police Captain \_\_\_\_\_, from \_\_\_\_\_ station, who is closely related with the mayor's office, came in company with some one from the city prosecutor's office, and demanded of the proprietors the remaining \$250. They represented business as very poor and asked for further time to meet their obligation. He was dissatisfied and threatened to call the patrol wagon, haul all their gambling furniture to the station and have it destroyed. Under this pressure all the money that was available, \$169, was paid over to him. He was intoxicated and left the place in an ugly frame of mind, uttering curses upon the proprietors, and on the following evening sent officers to close up the game.

The other incident shows the embarrassment which is sometimes forced upon a jury in the investigation of protected crimes and criminals, and is contained in the report of the July grand jury, presenting unpleasant charges against an assistant state's attorney and including this report on gambling:

Your committee on gambling beg leave to report that it has attended to the duties assigned it, but that the time allotted to your committee was entirely inadequate for the magnitude of the labor imposed on them.

We find that gambling is being carried on to its fullest extent with doors wide open, and cappers and stool pigeons plying their vocation to catch the unwary for the purpose of fleecing any victim who happens to fall in their hands, and that heads of the police department of this city are giving some of the places mentioned below ample protection from arrest and prosecution, and the jury was informed while in session by Assistant State's Attorney Lynch that nothing would and could be done with the gamblers, as special grand juries had heretofore deliberated on this matter, and a number of indictments had been returned, but nothing ever came of them, and it was entirely useless to attempt to do anything in trying to return true bills in this matter of gambling, as too many jail cases were pending, and that the state attorney's office was already overcrowded with work.

What we need is either an investigating committee constituted by our legislature with powers similar to those possessed by the Lexow Committee of New York, to make a thorough investigation of the state's attorney's office, or a special grand jury to investigate the subject of gambling with a double purpose of first fastening the legal responsibility for the mal-administration of the law, and secondly, indicting the gamblers and the owners of the property used by them.

4. The reform of public gambling in Chicago is attended with serious difficulties, because of the formidable strength of the sporting fraternity and the criminal neglect of our police department. The raid made upon Varnell's house, 119 Clark street, on Tuesday last, presents an instructive lesson to the community at large and to the Civic Federation. This place was selected for the initial raid, because it was the strongest and most popular gambling resort in the city, and also was located under the constant surveillance of the police department. The representatives of law and order glanced into the windows of Varnell's many

times a day and well understood that gambling was in progress, yet they failed to discharge their official duty. It became necessary for a private agency to discharge it for them. We feel better satisfied with the raid upon Varnell's than had it been successful against less hostile opposition. Had the effort succeeded in quietly removing the gaming implements and transferring them to a court where they might have been ordered destroyed, the city would have had no comprehension of the real strength, audacity and brutality of this law-despising traffic.

The spectacle has aroused public sentiment to a high degree. Every obstacle was thrown in the way of the enforcement of the law on the part of the gamblers, while no assistance was rendered to the enforcement of the law on the part of the police. In the first place, a heavy door, built for the purpose of preventing the operation of our laws, obstructed the passage, which it was necessary to demolish with crowbars and sledge-hammers before entrance could be gained. We are informed that it is the purpose of the proprietors of that place to attach electric wires up and down the staircases and around the walls which can be powerfully charged at an instant's notice, and are expected to work havoc with any officers of the law that seek admission. Infamous ingenuity of crime! In the second place, a writ of replevin is issued for the recovery of the goods that are described in the search warrant.

#### REPORT OF SUB-COMMITTEE.

Following the action of the committee of which the work has been described above came a famous campaign against the evil. A report of the sub-committee on gambling of December 17, 1894, described the methods pursued. A more comprehensive report, dated April 18, 1895, gives a summary of the ends attained. It is here appended.

#### TO THE COMMITTEE ON MORALS, CIVIC FEDERATION:

Your Committee on Gambling, in view of the approaching end of its term of office, deems it proper to make the following brief report of its work, with suggestions concerning the future policy of the Federation, looking to the continuous suppression of public gambling.

When we entered upon our duties in October last, we were confronted with the public statement made on behalf of the city administration a month before, that public gambling had ceased to exist in Chicago, and would so remain as long as that administration continued. Investigation, which we promptly set on foot soon convinced us that this official utterance was altogether misleading. Some of the worst gambling houses had indeed been closed, and others were operated with greater circumspection than at one time prevailed, but we soon discovered and made a list of more than one hundred houses where public gambling continued to prevail, and in many of which policemen in uniform were often seen, either as participants in the game or as spectators. In short, it was apparent that gambling in many places was being nurtured by the neglect of the police.

It was accordingly decided by the committee to call upon the mayor to have these dens suppressed and the participants punished, and that he be requested to define his intention as to their future suppression. To this end we addressed

to the mayor a communication, accompanied by a list of gambling houses running in full blast, inquiring his purpose in respect to them, and asking a personal interview. This he accorded by appointment on the following day, when his honor assured our chairman that there was positively no public gambling going on in the city and that it had been entirely suppressed. Knowing this statement to be untrue, and knowing the perfect means of information as to the actual contrary facts possessed by the mayor, his statement was listened to with astonishment, and our incredulity was vigorously and forcibly expressed. Thereupon Captain Dan Duffy was summoned to the conference, and confirmed the statement of his honor in general and in detail. If there had before existed any doubt that gambling was running wide open, its denial by this particular officer made the matter plain, and so the mayor and the captain were informed without qualification. Both were asked to define their positions as to its suppression. They expressed their entire willingness to suppress gambling, but did not see how it could be done when none existed. The mayor, also, at somewhat later date, by communication in writing, denied absolutely that any public gambling existed in the city.

A conference on the subject was then held with Captain Brennan, general superintendent of police. He admitted the existence of public gambling, and expressed himself as thoroughly desirous of vigorously executing the laws and ordinances for its suppression, but intimated plainly that he was a subordinate officer and could only act as he was authorized to do by the mayor.

We then caused it to be known through friendly sources that the purpose of the committee was not primarily to raid gambling houses, but to quietly see that the officers charged by law with the duty of doing so should perform that duty, or else that the courts should be asked to inflict the penalties provided by the charter of fine and removal from office, as to the mayor or other city officers neglecting or refusing to discharge their duty in that respect. Soon after this we were notified by the general superintendent of police that all obstacles to his free action had been removed, and whatever the Civic Federation desired concerning the suppression of gambling would be cheerfully complied with. From that time forward this officer discharged his duty as loyally as was possible, concerning the indifference and want of sympathy of some of his subordinates, and the utter weakness and corruption of some of the police magistrates. So that it was our pleasure to feel, about the middle of November, that public gambling in its most obnoxious form, was practically suppressed.

A gambler, however, is said to have as many lives as a cat. Raided at one place they would remove to another. Disguises of all sorts were devised to avoid discovery. By means of skillful detectives in our employ, we continuously located the new establishments and caused their suppression, and were thus instrumental in causing the arrest of several hundred sports engaged in gambling —policy playing, lotteries, and the like, and in the destruction of a large amount of their gambling implements and paraphernalia. Most of the persons arrested, though caught in the act, were discharged by the police magistrates on the most flimsy pretenses. Occasionally gambling apparatus was ordered by these magistrates to be restored to the gamblers, and in one instance judgment for its value was rendered against the policemen who destroyed it. A large number of persons were arrested who were engaged in policy playing. All were discharged, the court holding that such performance was not gambling.

At the outset of our efforts, the law concerning the summary destruction of gambling apparatus was not well settled. Two of our circuit judges had held it unconstitutional, two had held the other way. The corporation counsel advised that it was unconstitutional. Hence, we could only with difficulty get such property destroyed, and in several instances had to give our personal indemnity to the officers to get them to execute so questionable a statute. Fortunately, both the supreme court of the United States and our own supreme court have now held the act constitutional, and so the right of summary destruction is settled forever. This will remove a great barrier to the suppression of offensive gambling, and greatly embarrass its promoters.

The conduct of the police magistrates with which we became acquainted in the course of our duties, convinced us that they are far more friendly to the gambling fraternity than to the public. And that if they know their duty under the law, which is doubtful, they either have not the courage to discharge it, or have weighty personal reasons for not doing so. The administration of these police magistrates was in the highest degree discouraging to our efforts, and constitutes a formidable obstacle to the faithful performance of duties by the police. Why arrest offenders caught in the act, when they are sure to be discharged? And very often the officer arresting is reprimanded from the bench by the rascal who occupies it. For the suppression of social crimes, more depends upon the police courts than upon the police. In the assignment of justices to be police magistrates, soon to be made by the mayor, the highest circumspection will be necessary to prevent the designation of another lot of criminal sympathizers, who will disgrace their positions. It is even now given out that the gamblers are intervening through influential parties to secure protection for their nefarious business by the appointment of their friends to these positions, and otherwise. Considering the strong popular wave of reform, which has placed the present administration in power, we have confidence that the gamblers will be disappointed in their expectations.

Since the adoption of civil service reform by the people of Chicago, the system contemplated, if honestly administered, will tend to secure an independent and more efficient police force. If this be accomplished, and suitable persons can be secured for police magistrates, there will be no difficulty in the continuous suppression of public gambling; unless the mayor, or general superintendent of police, who can control the whole matter, prove lukewarm or neglectful in the discharge of their duty. If they should so prove derelict, as has been the fashion in Chicago for so many past years, then the Civic Federation should continue its vigilant and vigorous course. The best method, as we view it, is to proceed against the derelict officers at the head of affairs. Upon them rests the entire responsibility. If they neglect to do their plain duty, the courts should remove them from office as the charter provides, and honest executive men should take their places. It appears unseemly for a body of patriotic citizens like the Civic Federation to be engaged in spying out and prosecuting, either in person or by proxy, the numerous civic offenses committed among us, when we have a body of men three thousand strong selected and paid for that very purpose. Better will it be, if it become necessary, to employ strong lawyers and the strong arm of the law to wrestle with the chief offenders, instead of with those, who, by official supineness are encouraged to continue in vice. And this is the policy which we recommend to the Federation, should subsequent action become necessary.

There is a vast number of gambling nickel-in-the-slot machines in great variety, all over the city, which, under the late decisions, it will be the clear right and duty of the police to have destroyed. The amount of money squandered upon these seductive affairs daily reaches to many thousands of dollars, which is taken chiefly from the poor. It is hoped that the city authorities may now see their duty clearly in the premises, and fearlessly discharge it. If they do not, the Federation should see that the lawful consequences are inflicted promptly and without delay, upon those higher officers who neglect to give the proper orders.

When your committee undertook the duties devolved upon them, they had little comprehension of the downright iniquity of public gambling and professional gamblers. Their experience has enlightened them to perceive that of all the grievances and miseries borne by our people, and especially by the poorer classes, those carried on in public gambling-houses are among the most consuming and terrible. Intimate acquaintance with the subject has been heart sickening. The Federation can do no better service to our great community, whose civic interests it has at heart, than to continue its vigorous determination that this vice shall forever cease among us.

All of which is respectfully submitted,

D. K. TENNEY,  
ADOLPH NATHAN,  
WILLIAM J. ONAHAN,  
Committee.

The committee on Obscene Literature, H. H. VanMeter, chairman, makes a report showing the work it has accomplished, calling attention to four convictions secured in the Federal Court and to the need for arousing public interest in a further prosecution of offenders of the class it has already reached.

